

REPORT

Mid-term Evaluation of the National Strategy

Diaspora-2025, Republic of Moldova

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Migration Policy Development

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About the Project

Migration EU eXpertise Initiative (MIEUX+) is a joint initiative funded by the EU and implemented by the International Centre for Migration Policy Development (ICMPD). As an EU Facility for knowledge exchange between the European Union and institutions in Africa, Asia, European Eastern and Southern Neighbourhoods and Latin America and the Caribbean, MIEUX+ can receive requests to work on any topic related to migration, sourcing the knowledge required from European public administrations, academia and the private sector. In this sense, MIEUX+ strengthens the capacities of public authorities to better manage migration and mobility in all its dimensions through the provision of peer-to-peer expertise and tailored assistance. As a global migration capacity development initiative, MIEUX+ supports partner countries in Africa, Asia, Eastern Europe and Latin America and the Caribbean.

This Report has been prepared under the MIEUX+ Action Moldova VII. Through this Action, MIEUX+ will support the Bureau for Relations with Diaspora of the Republic of Moldova in the mid-term evaluation of the Diaspora-2025 National Strategy and in the creation of an action plan for the period 2023–2025.

This publication has been produced under the MIEUX Initiative. The contents of this publication are the sole responsibility of the authors (Dr Dorina Baltag and Dr Eugeniu Burdelnîi) and can in no way be taken to reflect the views of the European Union or the International Centre for Migration Policy Development.

About the Authors

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Executive Summary

The aims of this mid-term assessment of the Diaspora-2025 National Strategy in Moldova are: to evaluate the progress that was made in implementing the Strategy from 2016 to 2021; to identify the impact achieved, along with gaps and bottlenecks; and to formulate recommendations for the development of a programme for 2023–2025. A mixed methods research approach was adopted, combining qualitative and quantitative data collection methods, and five evaluation criteria were selected: relevance, effectiveness, efficiency, impact and sustainability. Initial findings indicate that the Strategy has performed moderately on most criteria, with sustainability being the lowest performing area. As this report shows, Moldova has made significant progress in diaspora and migration policy development, including a well-coordinated institutional, policy and

programmatic framework. This structure has created opportunities to harness the potential of diaspora for development and to maximise the positive impact of joint programmes and projects with the coparticipation of diaspora members. At the same time, evidence indicates underperformance of indicators related to harnessing the diaspora's human capital and mobilising their economic, investment and business potential. Recommendations for the final phase of the Diaspora-2025 Strategy have been drafted, with a focus on flexibility and adaptability to respond to the evolving needs of the Moldovan diaspora.

List of Abbreviations

BMA	Bureau for Migration and Asylum
BRD	Bureau for Relations with Diaspora
CALM	Congress of Local Authorities from Moldova
DMD	Diaspora, Migration and Development framework
EU	European Union
ICMPD	International Centre for Migration Policy Development
IOM	International Organization for Migration
LPA	Local Public Authorities
MER	Ministry of Education and Research
MFAEI	Ministry of Foreign Affairs and European Integration
MIEUX	Migration EU eXpertise
MLSP	Ministry of Labour and Social Protection
NBS	National Bureau of Statistics
NEA	National Employment Agency
ODA	Organization for Entrepreneurship Development
ODIMM	Organisation for Support of Small and Medium Enterprises
SDC	Swiss Development Cooperation
SDG	Sustainable Development Goal
Strategy	Diaspora-2025 National Strategy
UNDP	United Nations Development Programme

Introduction

Migration is a major socioeconomic trend for the Republic of Moldova (hereafter Moldova), which has one of the highest total emigration rates of all countries¹. According to Migration EU eXpertise Initiative (MIEUX+) data², Moldova has some of the highest levels of labour and youth emigration in the world, with an estimate of more than one million Moldovan citizens residing abroad. Thus, emigrants account for around 38% of Moldova's total population, with 47% of the diaspora living in the European Union.

Since the creation of the Bureau for Relations with Diaspora (BRD) in 2012, a key priority for Moldova has been to attract and reintegrate diaspora members. Indeed, this is an issue of great importance for the current Government of Moldova (hereafter the Government). To foster collaboration between the Government, local public authorities, civil society in Moldova and the diaspora, a National Strategy called Diaspora-2025 was designed and approved in 2016³. It is aimed at strengthening and broadening the country's cross-cutting approach to policies on diaspora, migration and development (DMD); at the same time, the Strategy is intended to involve and cooperate with the diaspora for Moldova's development.

Against this background, the Moldovan authorities have requested assistance from MIEUX+ for the mid-term evaluation of the Diaspora 2025 National Strategy (relating to the period 2016–2021) and for the development of the follow-up programme for the next stage (relating to the period 2022–2025). The Moldovan authorities were

keen to conduct an external assessment of their current institutional framework related to diaspora engagement, with a specific focus on the role and mandate of the BRD and possible developments in the short, medium and long term for more effective diaspora engagement.

The Strategy implementation programme for 2023–2025 will be based on the conclusions and recommendations of this mid-term evaluation, which was carried out between June and November 2022. New indicators will be established, based on findings from the assessment of the implementation of Stage One and Stage Two of the Strategy. This mid-term assessment of the implementation of Moldova's Diaspora-2025 National Strategy pursues the *overall objective* of contributing to the efforts of the Moldovan authorities to enhance their diaspora engagement policy. The *specific objective* is to support the BRD in their own evaluation of the Strategy.

In terms of *expected results*, it is envisaged that the mid-term assessment will ensure:

- ▶ Operational tools to strengthen the capacities of the Moldovan authorities to enhance their diaspora engagement policy;
- ▶ Enhanced knowledge and capacities of Moldovan officials related to policy evaluation, policy implementation and policy development.

The final report of the mid-term assessment contains the following:

- ▶ An *Introduction* that explains the rationale behind this exercise;

¹ According to data provided by international reports, such as: UN data (2022). Net migration rate (per 1,000 population), available at: <https://data.un.org/Data.aspx?d=PopDiv&f=variableID%3A85>; IOM (2021) GMDAC Migration Data Survey, available at https://moldova.iom.int/sites/g/files/tmzbd11626/files/documents/MOLDOVA%20GMDAC%20Report%202021.04.22_rev-IOM_cleaned.pdf

² MIEUX+ (2022). Moldova VII, details available at: <https://www.mieux-initiative.eu/en/actions/218-moldova-vii>

³ GD nr. 200 as of 26 February 2016 on approval of the National Strategy "Diaspora-2025", available at: https://www.legis.md/cautare/getResults?doc_id=91207&lang=ro

- ▶ *Chapter 1: Methodology of Assessment* that describes the aim and scope of the assessment, presents the research questions, describes the methodological instruments used for data collection, overviews research limitations and mitigation measures, includes quality assurance and ethical considerations and summarises key elements of the data analysis process;
- ▶ *Chapter 2: Current Institutional, Policy and Programmatic Framework Related to Diaspora Engagement* that reviews the institutional architecture governing diaspora-related processes and outlines the policy and programmatic framework aimed at engaging, maintaining or developing a relationship with *diaspora*;
- ▶ *Chapter 3: Findings on the Five Evaluation Criteria* that collates and presents fact-based statements that emerge from the analysis of the data, structured around the evaluation questions;
- ▶ *Chapter 4: Assessment of the Strategy as a Whole* and conclusions that respond to the key evaluation questions, highlighting the strengths, weaknesses and achievements of the assessed Strategy; the conclusions are substantiated by evidence and connected to the evaluation findings;
- ▶ *Chapter 5: Recommendations* that can be expected to address the issues that need to be solved; these recommendations also provide specific advice for the programme for the Strategy's implementation for 2023–2025.

To understand and interpret our findings, the Report maps out the internal and external factors that contributed towards the achievement of expected results between 2016 and 2021, differentiating between those that have been conducive to attaining set objectives and those that have hampered this process. Based on the findings presented and discussed in this report, the list of suggestions for the last phase of implementation of the Diaspora-2025 Strategy was proposed and discussed during the presentation of the report on 15 December 2022. These suggestions serve as recommendations in developing the following plan of action, which is forward-thinking and backward-looking at the same time; and the plan takes into consideration the need for flexibility and adaptability in the Strategy to respond to the fast-paced evolution of relations with the Moldovan diaspora.

Assessment Methodology

The framework of inquiry that was developed to conduct this assessment is presented in this chapter and includes: the range of research questions designed as tools to guide the evaluation according to the five criteria selected for this assessment; and the methodological approach, including a description of the data collection instruments and data analysis techniques.

1.1. Aim and scope of the assessment

This assessment covers the period 2016–2021. The aim of the mid-term assessment is twofold:

- ▶ To assess the progress of the implementation of the Diaspora-2025 National Strategy during the period 2016–2021, incorporating lessons learned and good practices in view of identifying impact achieved, gaps and bottlenecks, comparing the status quo against the indicators established.
- ▶ To formulate specific recommendations and suggestions for the development of the programme for 2022–2025 for the further implementation of the Strategy, based on the final findings and conclusions of the assessment.

To achieve these aims, the scope of this assessment includes the following stakeholders:

- ▶ Central public authorities whose mandates relate to migration and the diaspora portfolio, including migration and diaspora focal points (network created through Government Decision No. 725 of 8 September 2017 on the mechanism for coordinating state policy in the area of diaspora, migration and development⁴).
- ▶ Local public authorities whose mandates relate to migration and the diaspora portfolio, including migration and diaspora focal points.
- ▶ Beneficiaries of diaspora-oriented programmes and projects (hometown associations, PARE 1+1, DAR 1+3, etc.).
- ▶ Moldovan diaspora leaders who represent diaspora associations and/or initiative groups.
- ▶ Moldova's development partners, i.e. donors and international agencies (EU Delegation, SDC, UNDP, IOM, etc.).
- ▶ Representatives of Moldovan civil society organisations, including practitioners (independent consultants) and academics (scientific and teaching professionals).

⁴ GD No. 725/2017 on the mechanism for coordinating state policy in the area of diaspora, migration and development, available at: <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=371433>

1.2. Research questions

The research questions, formulated around five evaluation criteria (Relevance, Effectiveness, Efficiency, Impact and Sustainability), served as tools to guide the collection of data through

semi-structured in-depth interviews, self-assessment questionnaires, an online survey, focus group discussions and document analysis, as presented in Box 1.

Box 1. Research questions used for the evaluation of the Strategy

Relevance

- ▶ To what extent has the Strategy addressed the needs of the diaspora that were identified before the development of the Strategy (not at all, to a small extent, to some extent, to a moderate extent, to a great extent)?
- ▶ To what degree have the Strategy's objectives aligned with the needs of beneficiaries? And how much support have stakeholders offered in the implementation of this Strategy?

Effectiveness

- ▶ To what extent has the Strategy progressed towards achieving its stated/intended goals (not at all, to a small extent, to some extent, to a moderate extent, to a great extent)?
- ▶ What is the degree of correspondence between the goals, outputs and outcomes of the Strategy?
- ▶ What effects (results/outputs) did the policy produce and were these congruent with the Strategy's priority objectives?
- ▶ What exogenous and endogenous factors (external and internal) influenced the achievement of the Strategy's stated goals?

Efficiency

- ▶ To what extent have the outputs and outcomes of the Strategy represented "value for money" (not at all, to a small extent, to some extent, to a moderate extent, to a great extent)?
- ▶ To what extent has the relationship between inputs and outputs been timely, cost-effective and to expected standards (not at all, to a small extent, to some extent, to a moderate extent, to a great extent)?
- ▶ How appropriate were the Strategy's objectives, priority actions, sub-actions, deadlines and progress indicators?
- ▶ To what extent has the Strategy aligned with the existing capacities of implementing authorities, responsible institutions and/or other relevant stakeholders (not at all, to a small extent, to some extent, to a moderate extent, to a great extent)?

Impact

- ▶ To what extent has the Strategy produced an impact in relation to its beneficiaries and stakeholders (not at all, to a small extent, to some extent, to a moderate extent, to a great extent)?
- ▶ Has the Strategy generated consequences, whether positive or negative, intended or unintended?
- ▶ How has the Strategy contributed to short- and mid-term changes?
- ▶ Which of the Strategy's Objectives have made the most/least significant contributions?
- ▶ What synergies have been developed, as a result of the implementation of the Strategy (across all government sectors, among the central and local authorities and between the Government, diaspora associations and development partners)?

Box 1. Research questions used for the evaluation of the Strategy

Sustainability

- ▶ To what extent have the Strategy's Objectives over the past five years (2016–2021) been formulated with consideration for sustainability in the long run (not at all, to a small extent, to some extent, to a moderate extent, to a great extent)?
- ▶ What lessons learned and good practices could the Strategy benefit from going forward (2022–2025)?
- ▶ How is the commitment of key decision makers likely to change with respect to the implementation of the Strategy in the next three years (2022–2025)? How likely is it that stakeholders will remain engaged?
- ▶ What capacities do national stakeholders need to further develop in view of more sustainable implementation of the Strategy for the period 2022–2025?

1.3. Data collection instruments

The research design of this evaluation applied a mixed-method approach, relying on qualitative and quantitative data collection instruments. Such a design ensured validity and reliability of the selected data and findings. To this end, the methodological approach was based on triangulation of the collected data, as follows:

- ▶ Data triangulation – using evidence from different types of data sources such as primary (in-depth interviews or data extracted from focus group discussions) and secondary data (selected documents)⁵;
- ▶ Methodological triangulation – combining multiple methods to collect primary data (e.g. semi-structured interviews and focus group discussions) and conducting research at different times and in different geographical places.

After collecting data from primary and secondary sources, the data gathered using a variety of qualitative and quantitative methodologies (document review, semi-structured in-depth expert interviews, self-assessment questionnaires, online survey, focus

group discussions) was collated and evaluated. The final findings and conclusions, including specific recommendations to relevant migration and diaspora focal points, public authorities and other stakeholders, serve as guiding signposts for further implementation of the Strategy, and for the development of the specific actions of the third stage (until 2025).

To conduct this evaluation, the following mixed-method research tools were used for the data collection, data processing and data analysis phases:

Desk Research

Comprehensive analysis and desk review of available documents, secondary data, background information (national and international legislative framework, studies, reports, scientific research and other scholarly sources from the literature).

⁵ Primary research involves gathering data directly (e.g. interviews, etc.) while secondary research involves relying on already existing data when carrying out a systematic evaluation (e.g. analysis of available documents, etc.).

Data collection, processing and analysis with respect to:

- a. List of monitoring and evaluation (M&E) indicators of national policies in the area of Diaspora, Migration and Development (DMD) used for quantitative data analyses⁶. A total number of 15 indicators relevant to the Strategy's remit were selected for this mid-term assessment (Chapter 1 'Migration and Development', Chapter 4 'Management of returned migration, facilitation of (re) integration and consolidation of diaspora' and Chapter 5 'Framework of policies and programmes and civil dialogue with diaspora' from the 'M&E framework of national policies in the area of DMD') (see Annex 1 List of M&E indicators of national policies in the area of DMD).
- b. Selected M&E indicators from the Strategy (see Annex 2 'List of selected M&E indicators from the Diaspora-2025 National Strategy'). Indicators were selected in such a way as not to overlap with the selected List of M&E indicators of national policies in the area of DMD.

Qualitative research instruments

- ▶ Data collection through *semi-structured in-depth interviews*⁷ with relevant stakeholders directly or indirectly involved in the Strategy's implementation both at central and local levels. This type of data collection is a combination of "face-to-face", on-site and online consultations, depending on stakeholders' preferences and the security situation in the region.
- ▶ Data collection through (*virtual*) *international and national semi-structured expert*

*interviews*⁸ to facilitate a deeper understanding of the subject, triangulation of collected data and comparing and contrasting the responses of the interviewees.

- ▶ Data collection through *self-assessment questionnaires* distributed among relevant stakeholders directly or indirectly involved in the Strategy's implementation both at central and local levels. Self-assessment questionnaires encompassed an array of both closed and open-ended questions in order to offer respondents enough flexibility.
- ▶ *Online Focus Group Discussions (FGD)* with a maximum number of 15 participants representing key stakeholders to consult and corroborate preliminary findings, to explore different points of view and to collect feedback on the implementation of the Strategy. These focus groups were facilitated by using a semi-structured consultation guide⁹ with key points for discussion. This, in turn, stimulated active participation and in-depth discussion in the following formats:
 - a. FGD #1 – to gather representatives and/or beneficiaries of diaspora partnerships and programmes: hometown associations (set up with migrants' involvement); PARE 1+1; Diaspora Engagement Hub; DAR 1+3; Diaspora Excellence Groups; DOR.
 - b. FGD #2 – to gather representatives of various diaspora associations and initiative groups.

6 A matrix for M&E of national policies in the area of Diaspora, Migration and Development (M&E DMD) was validated by the Inter-ministerial Committee in the area of DMD in 2017. (Toartă V. & Vremiş M., 2018). "Guide with methodological instructions concerning the use of participatory M&E policy framework in the area of DMD to measure implementation of integrated approach in this sense." Developed within the joint project IOM/UNDP/Global Programme "Migration Mainstreaming in National Development Strategies", Phase II. Available at: https://brd.gov.md/sites/default/files/ghid_metodologic.pdf

7 To conduct interviews, purposive sampling was used to select respondents: in this sense, interviewee selection focused on those stakeholders considered to be best informed about the implementation of the Strategy.

8 Same as above.

9 Interview guides, discussion points for the FGDs and the survey contained questions related to the relevance, effectiveness, efficiency, impact and sustainability of the Strategy between 2016 and 2021.

- ▶ *Online survey with leaders and members of diaspora associations (including initiative groups) to reach Moldovan diaspora members (for additional data collection in a wider variety of destination countries).*

1.4. Limitations, mitigation measures and risks

The methodological limitations of the mid-term assessment were addressed through various mitigation strategies, explained in Table 1 below.

Table 1. Overview of limitations and mitigation strategies

No	Limitations	Mitigation strategy
1.	Limited resources: the time constraints of the evaluation limited the distribution and the number of interviews held on site	At least eight weeks were allocated for the data collection exercise. This allowed for the efficient use of available resources. The BRD provided important insights about identifying and contacting key stakeholders.
2.	Security situation in the region (military conflict in Moldova’s neighbouring country, Ukraine) limited “face-to-face” on-site meetings	Where and when necessary, in-depth interviews, expert interviews and focus group discussions (FGDs) were conducted via various virtual communication channels (Skype, Zoom, Viber, WhatsApp, etc.).
3.	Recall bias: respondents focused on more recent events in interviews	Respondents were asked specifically about earlier activities to collect adequate information relating to 2016 onwards.
4.	Acquiescence bias: key implementing stakeholders, beneficiaries and other stakeholders may have been tempted to share biased information favouring their position or vision.	Questions were formulated in such a way as to avoid this type of bias. Additionally, questions were asked (where appropriate) that required answers based on fact.
5.	Risk of there being a limited number of stakeholders available for interview, mostly representing only central level (central public authorities and the capital Chişinău)	Based on the desk review and methodology of the mid-term assessment, the evaluators made efforts to conduct a significant number of interviews across different regions, including hometown associations formed by migrant and beneficiaries of various diaspora-oriented programmes (PARE 1+1 and DAR 1+3) who reside in rural areas, etc. This allowed the researchers to gain insights and collect data at both regional and local levels.

Table 1. Overview of limitations and mitigation strategies

6. Concerns related to GDPR (General Data Protection Regulation)

The evaluators applied United Nations Evaluation Group (UNEG) Ethical Guidelines and Code of Conduct to ensure confidentiality and the anonymity of all interviewees.

1.5. Quality assurance and ethical considerations

Quality assurance was monitored at each phase of the mid-term assessment study. In the data collection phase, the evaluation activity focused on ensuring the collection of quality data, to reduce as much as possible the biases that can arise during this process, such as:

- ▶ *Error prevention*: all activities were organised so as to minimise the errors and inconsistencies during data collection.
- ▶ *Data cleaning process*, by means of:
 - ▷ *Provision of template/guideline* to analyse data for completeness and consistency with regard to each interview.
 - ▷ *Cleaning inconsistencies*: whenever potential errors or inconsistencies in the data were found, the evaluators tried to address the issue by contacting the corresponding interviewer to clarify or to identify the missing data.
- ▶ *Data processing procedures*: these were additional measures to collect the highest quality data, specifically:
 - ▷ *Context adaptation of the tools*: the expertise of the evaluators meant that the tools were better adapted to the context.
- ▶ *Ethical and Field Protocol*: to guarantee confidentiality and the anonymity of all interviewees, the UNEG Ethical Guidelines and Code of Conduct were applied. This ensured an ethical evaluation process: all participants could openly express their

opinions; and respondent confidentiality was protected while respecting independence of judgement, impartiality, honesty, integrity, accountability, respect and protection of the rights and welfare of human subjects and communities, risk avoidance (minimising harm to and burdens on those participating in the assessment process), accuracy, completeness and reliability of report and transparency.

1.6. Data analysis

Data analysis was carried out through the comparison and triangulation of the data gathered using the research methods described in this chapter. Comparison and triangulation of data provided a tool to validate the findings of the assessment, formulate conclusions and put forward recommendations. In this sense, this evaluation relied on the following primary and secondary quantitative data:

- ▶ Relevant legislative and normative acts and regulations;
- ▶ Progress and annual reports by public authorities with mandates in the DMD area;
- ▶ Statistical quantitative data submitted by public authorities with mandates in the DMD area;
- ▶ Progress and annual reports by international organisations and development partners.

To corroborate the findings, the following primary qualitative data sources were used:

- ▶ During the period of 9–13 September 2022, 18 informants participated in in-depth, expert interviews, and nine stakeholders attended FGDs (a list of the stakeholders interviewed is presented in Annex 3);
- ▶ Nine self-assessment questionnaires were

completed by relevant stakeholders representing central and local public authorities;

- ▶ Survey responses came from 65 leaders and members of diaspora associations (including initiative groups).

In total, the assessment exercise succeeded in collecting data from 101 respondents, using the data collection instruments given in Table 2 below:

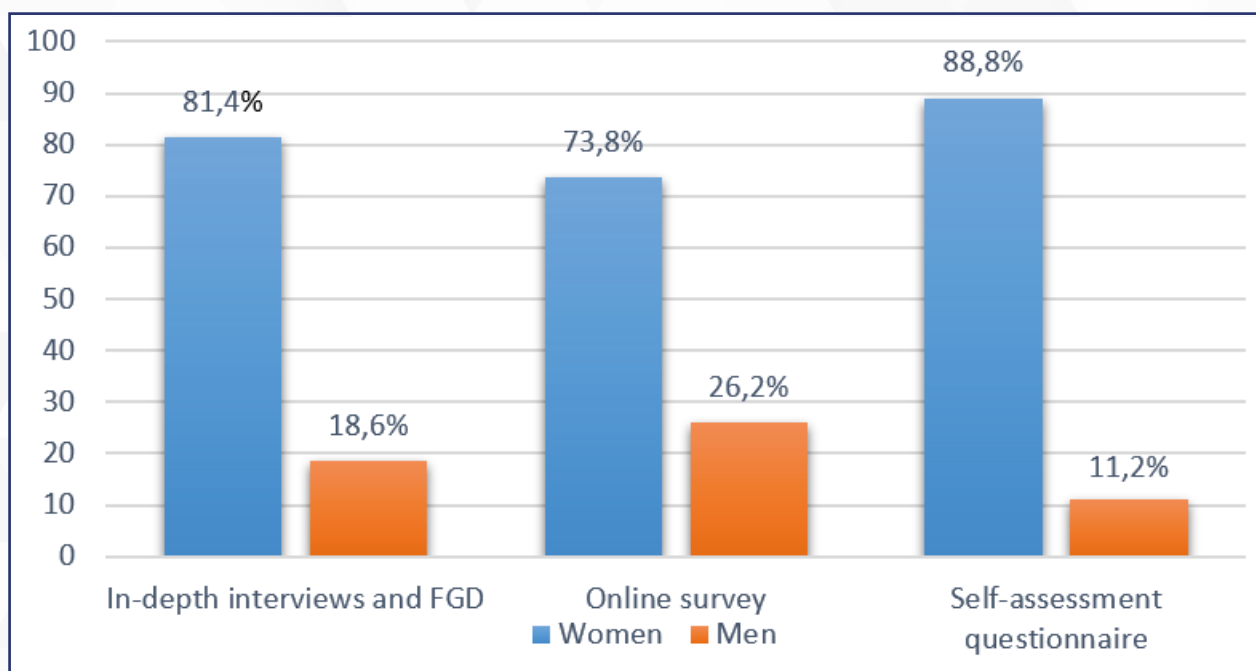
Table 2. Data collection tools

Data collection tool	Number
Stakeholders interviewed as a part of in-depth expert interviews	18
Stakeholders interviewed as a part of focus group discussions	9
Self-assessment questionnaires completed	9
Online survey respondents	65
Total:	101

In terms of gender distribution, as Figure 1 indicates, 81.4% of stakeholders who took part in in-depth interviews and FGDs were women. Also, women accounted for 73.8% and 88.8% of

the total number of respondents of the online survey and self-assessment questionnaire, respectively.

Figure 1. Distribution of interviewed stakeholders by sex



The qualitative and quantitative data were assessed between May and December 2022 through content as well as thematic analysis, the results of which are presented in this Report. In addition, “snowball sampling” was used, where appropriate, to identify which stakeholders should be interviewed in the process of the collection of qualitative data¹⁰.

For a systemic examination and interpretation of the data sources, content analysis was used to identify meaning, patterns and themes. As the literature¹¹ explains, this technique helps

to examine artefacts of social communication, including written documents and transcriptions of recorded verbal communication such as interviews and focus group discussions. To facilitate data interpretation, a thematic analysis technique¹² is useful for identifying the main themes in relation to the chosen criteria (in this case *Relevance, Effectiveness, Efficiency, Outcome/Impact and Sustainability*) within the data sources; this technique also helps to understand links within the data and how they relate to each other.

¹⁰ Snowball sampling is a recruitment technique in which research participants are asked to assist researchers in identifying other potential subjects.

¹¹ Berg, B. (2009). *Qualitative Research Methods for the Social Sciences*, 7th edition, Allyn & Bacon: Boston.

¹² Mathews, B. & Ross, L. (2010). *Research Methods. A Practical Guide for the Social Sciences*. Pearson Education Limited: London.

Current Institutional, Policy and Programmatic Framework Related to Diaspora Engagement

2.1. Institutional framework

The National Strategy “Diaspora-2025” serves as a reference point for identifying the main stakeholders involved in the good governance of the Strategy, namely central and local authorities from Moldova. The information extracted from the National Strategy indicates the stakeholders directly responsible for managing and implementing the Strategy, as detailed in Table 3 below. The governance structure of the migration sector in Moldova, however, involves a broader area of stakeholders, as follows:

- ▶ National (central) and local authorities directly stipulated in the Strategy;
- ▶ Key international development partners whose programmes target diaspora as the main beneficiaries;
- ▶ Direct beneficiaries of the BRD;

- ▶ Indirect beneficiaries of the BRD: diaspora representatives and active leaders involved in activities that facilitate achieving the Strategy’s objectives;
- ▶ Independent experts with proven knowledge and expertise in the research field.

Table 3 presents an overview of the institutions involved in engaging the Moldovan diaspora, as well as their respective roles, listed by category.

Table 3. Moldova's institutional framework with mandates in the area of diaspora, migration and development

Institution	Category	Role of the institution
Bureau for Relations with Diaspora (BRD)	National authority <i>directly responsible</i> for the management of the Diaspora-2025 Strategy	Coordinates state policy on relations with the diaspora and diaspora organisations, and initiates and participates in implementing programmes and activities relevant to the objectives of the Strategy. The Bureau coordinates cooperation efforts with the diaspora following the Diaspora-2025 National Strategy and the Action Plan for its implementation, both approved in 2016. Coordination is performed under <i>Government Decision No. 725 (2017) on the mechanism for coordinating state policy in the field of diaspora, migration and development</i> . The BRD also keeps and updates the database on diaspora associations, with the most recent mapping completed in 2020 ¹³ .
Ministry of Foreign Affairs and European Integration (MFAEI)		Responsible for promoting state policies in the field of foreign affairs, including migration and diaspora relations, especially through direct oversight of the activities of diplomatic missions of the Republic of Moldova abroad. Moldova's diplomatic missions (embassies and consulates) guarantee the rights of Moldovan citizens abroad.
State Chancellery		Responsible for the organisation and coordination of the Government's activity, presentation of analytical and informational materials and draft decisions as well as the verification of their execution, including overseeing diaspora-related policies.
Bureau for Migration and Asylum (BMA) of the Ministry of Internal Affairs	National authorities <i>directly involved in the implementation of</i> the Strategy	Responsible for the promotion and implementation of public policies related to immigration processes. The BMA also produces Extended Migration Profile reports in cooperation with IOM.
Ministry of Labour and Social Protection (MLSP)		The MLSP's mission is to analyse the situation and problems in the field of employment, social protection and demographics by developing effective public policies in these areas of activity. In relation to the diaspora, it is responsible for bilateral dialogue between governments to proactively contribute to the protection of Moldovan migrants' labour rights and social guarantees for which they are eligible.
Ministry of Education and Research (MER)		The main public body responsible for developing and overseeing the implementation of policies in the field of education and research, catering for the needs of diaspora in this field. The Ministry is also empowered to regulate aspects related to negotiating and signing bilateral agreements with respect to academic mobility, recognition of academic credentials issued abroad, authentication of academic credentials issued in Moldova and validation and certification of knowledge and skills acquired in the context of non-formal education.
City Hall representatives		Local public administration representatives are responsible for the implementation of the state policy coordination mechanism in the field of diaspora, migration and development.

¹³ The questionnaire that was used for the mapping study of diaspora associations is available at <https://brd.gov.md/ro/content/chestionar-pentru-membrii-diasporei-contextul-elaborarii-studiului-cartografierea>

Table 3. Moldova’s institutional framework with mandates in the area of diaspora, migration and development

<p>Presidency of the Republic of Moldova, Advisor on Relations with the Diaspora</p>		<p>To advise the President of the Republic of Moldova on developments and issues related to diaspora and migration, including organisational support and preparing informational materials on the subject of relations with the diaspora.</p>
<p>National Employment Agency (NEA)</p>	<p>Autoritățile naționale implicate indirect în implementarea Strategiei</p>	<p>Applies the policies and strategies regarding employment and vocational training of jobseekers, developed by the MLSP. In relation to the diaspora, it is tasked to inform them about accords in the field of social security, employment services and measures, the situation on the labour market in the country and vacancies declared by employers. In addition, the Agency is responsible for supporting the reintegration of returning migrants into the labour market. The Agency also collects and publishes data on labour migration, operating two databases with records of Moldovan citizens who have legally emigrated, returning Moldovan migrants and foreigners who access the NEA's services. The managed databases and the published information include sex-disaggregated data, and they are updated annually.¹⁴ In 2018, a Labour Market Observatory Directorate was established within the NEA. The unit generates and analyses statistical data, producing forecasts and identifying trends, including in the field of migration.¹⁵</p>
<p>Organization for the Development of Entrepreneurship (ODE)</p>		<p>Public institution subordinated to the Ministry of Economy, tasked with the development of the local entrepreneurial environment, including small and medium enterprises (SMEs), by promoting entrepreneurial culture and providing financial and technical assistance to companies, including the participation of diaspora representatives.</p>
<p>National Bureau of Statistics (NBS)</p>		<p>The NBS publishes annual migration data on emigrants and immigrants disaggregated by sex and age groups. Since 2019, the NBS has been collecting administrative data related to state border crossing points. The NBS uses this data to estimate international migration and the resident population according to the international definition of “usual residence” for 2014–2018. These estimates have improved the National Statistical System’s data quality and accuracy in measuring international migration.¹⁶</p>
<p>Diaspora representatives</p>	<p><i>Direct beneficiaries of the Diaspora-2025 Strategy</i></p>	<p>Both individual diaspora representatives and diaspora leaders of foundations, associations, initiative groups and communities are receivers of the products delivered under the Strategy as well as co-implementers of certain activities that stem from the Strategy (e.g. Diaspora Congress).</p>

14 International Organization for Migration (IOM), 2021. *Migration Governance Indicators – Republic of Moldova Second Profile 2021*. IOM, Geneva, available at: <https://publications.iom.int/books/migration-governance-indicators-second-profile-2021-republic-moldova>

15 *Ibid.*

16 International Organization for Migration (IOM), 2021. *Migration Governance Indicators – Republic of Moldova Second Profile 2021*. IOM, Geneva, available at: <https://publications.iom.int/books/migration-governance-indicators-second-profile-2021-republic-moldova>

Table 3. Moldova’s institutional framework with mandates in the area of diaspora, migration and development

<p>United Nations Development Programme (UNDP) – Moldova</p>		<p>One of Moldova’s key development partners helping the country to develop policies, leadership skills, partnering abilities and institutional capabilities, and to build resilience to achieve Sustainable Development Goals (SDGs). In the area of migration, UNDP is working to maximise the developmental benefits of human mobility and to mitigate any negative consequences.</p>
<p>International Centre for Migration Policy Development (ICMPD)</p>	<p><i>Supporting stakeholders of the good governance of the Diaspora-2025 Strategy</i></p>	<p>Moldova’s key development partner in the area of migration and development, ICMPD takes a regional approach in its work to create efficient cooperation and partnerships along migration routes. In Moldova, it supports the country with the development and implementation of long-term strategies to cope with the migration phenomenon.</p>
<p>Hometown associations</p>		<p>Local authorities have advanced the application of an innovative partnership model, attracting the potential of migrants through hometown associations in the development of their home communities.¹⁷ Hometown associations are responsible for strengthening cooperation for local development between hometown associations, local public authorities (LPAs), the diaspora and citizens of the respective local communities. Currently, hometown associations from 98 localities are implementing community projects in partnership with LPAs and with the active participation of the diaspora. In addition, the Alliance of Hometown Associations was established in September 2022, a platform that aims to consolidate the 160 initiative groups and registered hometown associations and to enhance cooperation for local development between hometown associations, LPAs, the diaspora and residents.¹⁸</p>

Source: Developed by the authors

The institutional complexity of the migration and diaspora sector has pushed the Government to seek stronger coordination between the different stakeholders. As a result, the following coordination mechanisms have been established at the national level:

1. *The Interministerial Committee on Diaspora, Migration and Development (DMD)*¹⁹ was established in 2017 to coordinate the development and implementation of state policies in this sector. It is aimed at coordinating diaspora policy, formulating its strategic vision and ensuring implementation of actions, programmes
2. *The Commission for Coordination of Migration Activities (or Commission for Coordination of Certain Activities Related to the Migration Process)* is a permanent government advisory body, established in February 2010. The Commission is chaired by the Ministry of Internal Affairs. It coordinates, on behalf of public authorities, different activities

¹⁷ Ibid.

¹⁸ UNDP-Moldova. *Migration and Local Development (Phase 2)*, available at: <https://www.undp.org/moldova/projects/migration-and-local-development-phase-2>

¹⁹ GD No. 725 of 8 September 2017 on the mechanism for coordinating state policy in the area of diaspora, migration and development, available at: https://www.legis.md/cautare/getResults?doc_id=101866&lang=ro

regarding migration and ensures close cooperation between national institutions, NGOs and international organisations with migration management competencies.

3. *The Technical Working Group on Migration*, established in 2010, involves the Ministry of Health, MLSP, MER, the MFAEI and the NBS. This working group aims to enhance migration data coordination between agencies, encourage capacity-building efforts and facilitate collaboration on migration policy design.
4. In 2018, the Ministry of Health, Labour and Social Protection launched the *Inter-institutional reference mechanism for the (re)integration of Moldovan citizens who have returned from abroad*.²⁰ In addition, a *memorandum of understanding on the implementation of the inter-institutional reference mechanism for the (re)integration of Moldovan citizens who have returned from abroad* was signed in 2018 at the local level between the Ministry of Health, Labour and Social Protection, the Ministry of Education, Culture and Research, the Ministry of Economy and Infrastructure, the National Social Insurance House, the National Health Insurance Company, the National Employment Agency and the Public Services Agency.

At the international level, the *UN Country Team Migration Task Force (UNCT MTF)* comprises all relevant UN agencies directly working or involved with international migration in Moldova. This task force mainly serves as a platform for the engagement of international and national institutions and NGOs and has the goal of ensuring an integrated approach and involvement of the society as a whole in migration management. It also aims to strengthen data sharing and

prevent duplication of efforts and activities funded by international stakeholders.

Other international partners include the International Organization for Migration (IOM) – the *IOM Mission in Moldova* – opened in 2001 – and Moldova officially became an IOM Member State in 2003. The Mission’s main commitment follows the principle that humane and orderly migration benefits migrants and society. As the leading international organisation in the migration sphere, according to mutual agreements between IOM and the Government of Moldova, the IOM Mission in Moldova acts with its partners in the international community mainly within the following four areas: a) migration and development; b) prevention and protection (counter-trafficking); c) migration management; and d) facilitated migration²¹.

The *UNDP-Moldova* works with the Government of Moldova to balance short-term responses to addressing the impacts of emigration with long-term sustainable development solutions. In 2015, UNDP launched one of its flagship projects in the area of DMD called *Mainstreaming Migration into Local Development* – shortened to “*Migration and Local Development*” (MiDL) – a project aimed at engaging migrants for sustainable local development. The project was part of a multi-year intervention ‘*Moldova – Making the Most of Migration*’ of the Swiss Agency for Development and Cooperation (SDC)²². In 2019, the MiDL project was extended until 2022 with a view to supporting potential, current and returned migrants in Moldova by helping them to benefit from complex employment support services. The goal was to fully equip national and local authorities

20 International Organization for Migration (IOM), 2021. *Migration Governance Indicators – Republic of Moldova Second Profile 2021*. IOM, Geneva, available at: <https://publications.iom.int/books/migration-governance-indicators-second-profile-2021-republic-moldova>

21 IOM. *IOM in the Republic of Moldova*, available at: <https://moldova.iom.int/iom-republic-moldova>

22 UNDP. “*Migration and Local Development*” (MiDL) Project (Stage I; 2015–2018). *Achievements*. https://www.md.undp.org/content/moldova/ro/home/projects/MIDL_Project.html; UNDP. “*Migration and Local Development*” (MiDL) Project (Stage I; 2019–2022), available at: https://www.md.undp.org/content/moldova/ro/home/projects/MIDL_Project_2.html

to respond to the needs of all categories of migrants at every phase of migration (pre- and post-migration). Moreover, MiDL encourages community members, including migrants, to become significantly involved in local development processes. Thus, activities focus on close cooperation with public authorities, other local actors and migrants on the efficient implementation of local development initiatives designed to enhance local services and provide income generating opportunities at local level.

Since 2014, the *Swiss Agency for Development and Cooperation (SDC)* has been supporting Moldova in creating a favourable environment for leveraging the human and financial capital of migrants for the development of their home country through the project 'Moldova – Making the Most of Migration' (2014-2022). The objective of the project was to maximise the positive impact of migration on the country's socioeconomic development through an improved institutional framework and diaspora engagement. SDC has continued to engage with BRD, MLSP, NEA and territorial employment agencies; district and local authorities; private sector partners; relevant NGOs, diaspora associations and migrants' networks attracted to designing migration policies and contributing to their practical implementation. Final beneficiaries are people from communities affected by migration, migrants and members of their families²³.

ICMPD has been active in Moldova for a number of years, and has provided continued support, especially in light of *ICMPD's* successful project experience in the

region. Examples of recent projects include 'Development of a Forced-Return Monitoring System in the Republic of Moldova' (FReMM) and 'Capacity for a Rights-Based Reception System for Moldova' (CareFor). Since 2019, *ICMPD* has also been working with the Moldovan authorities as well as Moldovan diaspora professionals to consolidate efforts on diaspora engagement for development under the EUDIF pilot project – EU Global Diaspora Facility Instrument²⁴. Thus far, Moldova has received support from diaspora professionals via two projects: 'Promoting heritage tourism in Moldova through diaspora expertise'²⁵ and 'Piloting diaspora mobilisation schemes in the education and research sectors of Moldova'.²⁶ Furthermore, through the **joint EU-ICMPD Initiative MIEUX+** (funded by the EU and implemented by *ICMPD*), MIEUX+ is working with the Ministry of Internal Affairs and experts in the development of a practical handbook and training course on monitoring and evaluation in the application of integrated border management (IBM) principles in the country. Moreover, MIEUX+ is currently supporting the BRD in the evaluation of their National Strategy, *Diaspora-2025*, to help them create a programme that will cover the period from 2023 to 2025²⁷.

Moldova has also been an active participant in the *Global Compact for Safe, Orderly and Regular Migration* since its launch in 2018. In 2020, the Government undertook a voluntary national review on the Compact's implementation, including an assessment of its progress in managing migration processes²⁸.

23 SDC. 'Moldova – Making the Most of Migration' project, available at: <https://www.eda.admin.ch/deza/en/home/countries/moldova.html/content/dezaprojects/SDC/en/2014/7F08718/phase2.html?oldPagePath=/content/deza/en/home/laender/moldau.html>

24 More details on EUDIF can be found here: <https://diasporaforddevelopment.eu/who-we-are/>

25 The project's infosheet can be consulted at: <https://diasporaforddevelopment.eu/library/dp4d-info-sheet-museum-of-ethnography-and-natural-history-in-moldova/>

26 The project's infosheet can be consulted at: <https://diasporaforddevelopment.eu/library/dp4d-info-sheet-brd/>

27 MIEUX+ in Eastern Partnership. <https://www.mieux-initiative.eu/en/what-we-do/european-neighbourhood>

28 International Organization for Migration (IOM), 2021. *Migration Governance Indicators – Republic of Moldova Second Profile 2021*. IOM, Geneva, available at: <https://publications.iom.int/books/migration-governance-indicators-second-profile-2021-republic-moldova>

2.2. Policy and regulatory framework

Given the importance and impact of migration for the country, Moldova has developed a sophisticated and well-coordinated migration policy structure. The country has issued a large number of documents relating to its migration and diaspora architectures.

The first steps towards the formulation of the Government's long-term strategic vision and objectives with respect to diaspora, migration and development were taken in 2012. Later, in 2016, following consultations with Moldovan diaspora associations, the Diaspora-2025 National Strategy and an Action Plan for its implementation (2016–2016) were approved²⁹. The Strategy contributes to increasing cooperation between the Government, local public authorities, civil society and diaspora members by enhancing and extending a transversal approach to diaspora, migration and development. In its turn, the Action Plan included four objectives: i) drafting and developing a strategic and operational framework for the DMD sector; ii) ensuring respect for the rights of diaspora members and building trust; iii) mobilising, harnessing and recognising the diaspora's human potential; iv) engaging the diaspora directly and indirectly in the sustainable economic development of the country.

In September 2017, the Government (through Government Decision No. 725) institutionalised a mechanism for coordinating state policy in the area of DMD³⁰, aimed at strengthening

communication and coordination at the level of central and local public authorities with respect to DMD, with a view to harnessing the positive impacts of migration on national socioeconomic sustainable development and minimising its negative effects³¹.

At the same time, UNDP-Moldova has been providing support to national and local authorities to deliver complex employment support services to potential, current and returning migrants in Moldova at every phase of migration (pre- and post-migration) through the project 'Migration and Local Development' (MiDL)³². Under this project, activities focus on close cooperation with public authorities, other local actors and migrants, including diaspora members, in order to efficiently implement local development initiatives designed to enhance local services and provide income generating opportunities at local level. As a result, hometown associations from 98 localities have implemented community projects in partnership with local public authorities and with the active participation of diaspora members. Recently, a thematic platform for networking (Alliance of Hometown Associations), capacity building and experience sharing was established in September 2022, with the participation of the BRD and the Congress of Local Authorities from Moldova³³.

In 2017, the reintegration of returning migrants was included as a priority on the Government's agenda, as reflected in a number

29 GD No. 200 of 26 February 2016 on the approval of the National Strategy "Diaspora-2025" and the Action Plan for 2016–2018 for its implementation, available at: https://www.legis.md/cautare/getResults?doc_id=91207&lang=ro

30 GD No. 725 of 8 September 2017 on the mechanism for coordinating state policy in the area of diaspora, migration and development, available at: https://www.legis.md/cautare/getResults?doc_id=101866&lang=ro

31 GD No. 725 of 8 September 2017 on the mechanism for coordinating state policy in the area of diaspora, migration and development, available at: https://www.legis.md/cautare/getResults?doc_id=101866&lang=ro

32 UNDP-Moldova. Migration and Local Development (Phase 2), available at: <https://www.undp.org/moldova/projects/migration-and-local-development-phase-2>

33 CALM. An Alliance of Hometown Associations was established, with the support of UNDP and the Swiss Government, on 17 September 2022, available at: <https://www.calm.md/fost-constituita-aliananta-asociatiilor-de-bastinasi-cu-sprijinul-pnud-si-al-guvernului-elvetiei/>

of national strategies and action plans³⁴. For example, *the National Action Plan for 2017–2020 for the (re-)integration of citizens of the Republic of Moldova returned from abroad*³⁵ set out three main objectives: i) enhancing the institutional framework for information and promotion of (re)integration of Moldovan citizens returned from abroad; ii) ensuring social (re)integration of nationals returned from abroad; and iii) supporting economic (re) integration of nationals returned from abroad. Currently, a new *Programme for Reintegrating Returning Migrants* is undergoing public consultation and awaiting approval.³⁶ The programme has been developed to support, among others, the efficient and impactful implementation of the *Diaspora-2025 National Strategy (Objective 3: To mobilise, harness and recognise the human potential of the diaspora and Objective 4: To engage diaspora members directly and indirectly in the sustainable economic development of the Republic of Moldova)*.

A separate chapter dedicated to the diaspora, namely *Policies for the Diaspora*, is included in the Government's *Activity Programme, Moldova of Good Times*³⁷. Simultaneously, this area is addressed in other chapters, such as "Social protection and labour" and "Digital transformation". Furthermore, one of the key priorities in the mid-term budgetary framework

for 2022–2024 refers to the consolidation of the cooperation mechanism with the diaspora³⁸. And finally, migration and diaspora related issues are addressed transversally in the development objectives of the *National Development Strategy European Moldova 2030*, approved by Parliament in October 2022³⁹. One of the priority actions directly includes the diaspora: *Support and involvement of the diaspora* (Priority Area 5.7)⁴⁰.

Moldova also actively participates in different platforms and forums that implicitly address migration and diaspora related issues as a member of a variety of multilateral regional and international partnerships. It develops political, security, commercial and economic relations within Central and South-Eastern Europe, the Danube area and the wider Black Sea region. For over a decade already, Moldova has been implementing a mobility partnership with the European Union. For instance, in 2018, a meeting of the Local Platform for Cooperation of the Republic of Moldova–EU Mobility Partnership was held in Chişinău in an extended format. The experience of implementing this partnership has been shared at different international events related to migration and mobility, including the Global Forum on Migration and Development in 2020. Also in 2020, the Ministry of Internal Affairs and the European Commission signed the Working

34 *National Employment Strategy for 2017–2021* (GD No. 1473 of 30 December 2016 on the approval of the National Strategy on Employment for 2017–2021, available at: <https://www.usmf.md/sites/default/files/2020-01/156%20%28HotC4%83r%C3%A2re%20cu%20privire%20la%20aprobarea%20Strategiei%20na%C5%A3ionale%20privind%20ocuparea%20for%C5%A3ei%20de%20munc%C4%83%20pentru%20anii%202017%E2%80%932021%29.pdf>); *National Strategy on migration and asylum (2011–2021)* (GD No. 655 of 8 September 2011 on the approval of the National Strategy on migration and asylum (2011–2020), available at: https://www.legis.md/cautare/getResults?doc_id=56020&lang=ro) *Action Plan on the (re)integration of the citizens of the Republic of Moldova returned from abroad, Guide for (re-)integration of citizens of the Republic of Moldova returned from abroad, June 2018, Bureau for Relations with Diaspora, State Chancellery*, available at: (https://brd.gov.md/sites/default/files/document/attachments/ghid_ro_1302.pdf); *Programme for labour employment for 2022–2026* (approved on 16 November 2022), available at: https://social.gov.md/wp-content/uploads/2021/09/Concept_program_ocupare_2022-2026.pdf

35 *GD No. 724 of 8 September 2017 on the approval of the National Action Plan for 2017–2020 for the (re-)integration of the citizens of the Republic of Moldova returned from abroad*, available at: https://www.legis.md/cautare/getResults?doc_id=101865&lang=ro

36 *Concept of the National Programme on fostering return and facilitation of the (re-)integration of the citizens of the Republic of Moldova involved in migration processes for 2022–2026*, available at: <https://emoldovata.gov.md/programul-national-de-suport-la-reintoarece>

37 *The Government's Moldova of Good Times programme, proposed on 3 August 2021*, available at: https://gov.md/sites/default/files/document/attachments/programul_de_activitate_al_guvernului_moldova_vremurilor_bune.pdf, pp. 39–40.

38 *Concept of the National Programme on fostering return and facilitation of the (re-)integration of the citizens of the Republic of Moldova involved in migration processes for 2022–2026*, available at: <https://emoldovata.gov.md/programul-national-de-suport-la-reintoarece>

39 *National Development Strategy "European Moldova 2030"*, available at: <https://gov.md/ro/moldova2030>

40 *Ibid.*

Administrative Cooperation Agreement for the Republic of Moldova's participation in the European Migration Network. The Bureau for Migration and Asylum (BMA) within the Ministry of the Interior is responsible for generalising and providing information on migration and asylum to support EU policymaking⁴¹.

In addition, Moldova has signed eight bilateral agreements on labour migration, two of which (with Bulgaria and Israel) are being currently implemented, and 14 bilateral agreements related to social security (with Romania, Portugal, Bulgaria, Luxembourg, Austria, Estonia, the Czech Republic, Poland, Hungary, Belgium, Lithuania, Germany, Spain, Turkey and Belarus). On labour migration, the Government initiated negotiations for cooperation agreements with Belarus and Kazakhstan in 2018. In the same year, negotiations with Kazakhstan focused on regulating cooperation in the field of migration, broadly speaking⁴². Regarding social security, agreements signed with Greece and Italy are expected to be ratified by contracting parties. During the period 2018–2019 Moldova implemented the *Framework Partnership Agreement on Reintegration Support for Returning Migrants*, signed with the French Office for Immigration and Integration (OFII)⁴³. In July 2021, the Moldovan Ministry of Health, Labour and Social Protection signed a memorandum of cooperation with Germany's Federal Employment Agency⁴⁴. The aim of this agreement was to respect the labour and social rights of Moldovan citizens who migrate to Germany for the purposes of seasonal agricultural work.

Furthermore, between 2018 and 2020, the Government signed agreements on education and academic mobility with Belarus, China, the Republic of Korea, Qatar and Turkey (all in 2018), Italy (2019) and Ukraine (2020). Moldova also signed an administrative agreement with Germany in 2018 on simplifying the readmission of Moldovans; and initiated a series of negotiations in this area with Lebanon and the Russian Federation in 2018, as well as Kyrgyzstan, Turkmenistan and Uzbekistan in 2019.

2.3. Programmatic framework

The Government also relies on a programmatic framework designed to operationalise existing policy and the institutional framework in order to harness the development potential of the diaspora and maximise the positive impact of migration for community development through programmes and projects with the coparticipation of diaspora members.

The programmatic framework refers to diaspora participatory mechanisms, which serve as a key element of Government-Diaspora interaction aimed at diaspora engagement in public, political, economic, social and cultural processes in the country. The overarching aims of these mechanisms are to build trust between the Government and the diaspora, and to channel important information and feedback on existing challenges faced by specific diaspora associations to the Moldovan authorities. The specific purpose of each is explained in Table 4.

41 International Organization for Migration (IOM), 2021. *Migration Governance Indicators – Republic of Moldova Second Profile 2021*. IOM, Geneva, available at: <https://publications.iom.int/books/migration-governance-indicators-second-profile-2021-republic-moldova>

42 Additionally, in February 2021, an online consultation took place on the development of the web communication platform named 'It's Your Moldova' in the field of diaspora, migration and development.

43 International Organization for Migration (IOM), 2021. *Migration Governance Indicators – Republic of Moldova Second Profile 2021*. IOM, Geneva, available at: <https://publications.iom.int/books/migration-governance-indicators-second-profile-2021-republic-moldova>

44 Moldpress. *Moldovan citizens who work in agriculture in Germany will have the same rights as local workers*. 1 July 2021, available at: <https://www.moldpres.md/news/2021/07/01/21004706>

Table 4. Diaspora participatory mechanisms

Mechanism	Description
Diaspora Excellence Groups (DEG)	The DEG programme became active in 2017. It implied the creation of five Excellence Groups led by highly qualified experts from the diaspora. The groups were established based on priority sectors for the Government of Moldova. As a result, highly qualified diaspora representatives shared knowledge with the Government on particular thematic areas of policy development. The programme was carried out within the project <i>"Consolidation of Moldova's Development Capacities through Creation of Partnerships between the Diaspora and Country of Origin"</i> , funded by the IOM Development Fund and implemented by IOM-Moldova, in partnership with the Ministry of Education.
Diaspora Council	The council served as a representative body with a consultative function to advise the Prime Minister and the Government on relevant policy matters. It was dissolved in 2012; there was discussion about establishing a new consultative body, though this has not yet occurred.
Diaspora Congress	Held in Chişinău every other year since 2004, the Diaspora Congress aims to strengthen and institutionalise communication between the Government and the diaspora by bringing together representatives of diaspora associations (and in some cases independent diaspora members too) and the Government to discuss diaspora policies and the impact of migration on economic, social, academic and political processes in the country.
Coordinating Council of Persons Originating from Moldova – Moldovan Diaspora	Established in 2005 under the aegis of the Prime Minister of the Republic of Moldova, the Council included officials of the Republic of Moldova and leaders (or representatives) of public associations of the Moldovan diaspora; this body is not in place anymore.

Source: UNDP – IOM Multi-Year Roadmap for Cooperation on Migration and Sustainable Development in Moldova, June 2021⁴⁵

Additionally, an important tool to operationalise policy framework in the area of DMD is the implementation of various diaspora related programmes (see Table 5 for details). To attract remittances, the PARE 1+1 national programme was initiated in 2010 by the Organisation for Support of SMEs (ODIMM). It operates under the 1+1 algorithm, so that each Moldovan leu invested from remittances is supplemented by one leu in the form of a grant. The sum of the grant is worth up to 250,000 lei. Beneficiaries of grants can be citizens of Moldova who work abroad and beneficiaries of remittances can be first-degree relatives. Since its launch, the programme has supported and co-funded 1815 business

initiatives; trained 2649 persons; supported 739 businesses; provided MDL 367.67 million in funds; invested MDL 1080.15 million in the economy; and made it possible for 564 migrant workers to return home.

In the area of gender and youth, several programmes have been developed. To reduce gender inequality by helping women to acquire management skills through business development, particularly in rural areas, the *Women in Business programme* was launched in 2016 and implemented by ODIMM under the Ministry of Economy. Since its launch, the programme has funded 614 contracts; approved grants worth MDL 89.47 million; and invested MDL 138.83 million in the economy.

⁴⁵ The Roadmap can be consulted at: https://www.md.undp.org/content/moldova/ro/home/presscenter/pressreleases/2021/pnud-_i-oim-promoveaz-oportuniti-egale-pentru-migranii-moldoveni.html

Plus, 2081 new jobs have been created. To assist young people in terms of their economic integration through support in developing their business ideas, a specific programme targeting youth was launched in 2018, namely *Start for Youth: A Sustainable Business at Home*. Since its launch, the programme has supported 340 contracts for non-reimbursable financing,

provided MDL 55.74 million in approved grants, channelled MDL 93.66 million into the economy and contributed to the launch of 234 businesses in rural areas. Finally, since 2009 when the *Continuous Training Programme on Efficient Business Management* was launched, 24,292 people have received training during 802 organised training sessions.

Table 5. List of programmes in the area of Diaspora, Migration and Development⁴⁶

Areas	Description of programme
REMITTANCES	<p>National Programme for attracting remittances into the economy 'PARE 1+1' PARE 1+1 was designed for migrant workers and/or their first-degree relatives who wish to invest in launching and/or developing their own business.</p>
REMITTANCES AND ENTREPRENEURSHIP	<p>Diaspora Acasă Reușește (Diaspora Succeeds at Home): DAR 1+3 (2019–2025) The DAR programme under the aegis of the BRD aims to harness the human and financial potential of the diaspora in the socioeconomic development of Moldova.</p> <p>Women in Business programme The programme was designed to reduce gender inequality by helping women to acquire management skills through business development, particularly in rural areas. The programme provides three types of support: a) support in initiating a start-up business; b) support for newly created start-ups and c) support for growing companies.</p> <p>START for Young People (START pentru Tineri: o afacere durabilă la tine acasă) The purpose of the programme is to provide support to young people in terms of their economic integration through support in developing their business ideas. To this end, the following specific objectives were set: Fostering entrepreneurial spirit among young people; Development of entrepreneurial skills through informational, consultative and educational support; Financial support of young people in the process of developing a business; Facilitating implementation of innovations, transfer of technologies and know-how.</p> <p>Efficient Business Management (EBM) Continuous Training Programme (Gestiunea Eficientă a Afacerii [GEA]) Launched in 2009 under the aegis of the ODIMM, this programme provides training in business networking, innovative business models, improving performance of companies, etc.</p>

⁴⁶ The data presented in Table 5 is an accurate representation of the situation as it stood in November 2022.

Table 5. List of programmes in the area of Diaspora, Migration and Development⁴⁶

<p>TRANSFER OF SKILLS</p>	<p>Diaspora Engagement Hub (DEH) Launched in 2016, DEH is a thematic grant programme for citizens of the Republic of Moldova. The State Chancellery through BRD implements the programme. Its purpose is to encourage and support Moldovans abroad to implement their ideas in Moldova, thus capitalising on the human capital of the diaspora.</p> <p>As a part of DEH sub-programme, BRD also launched Educational Centres for the Diaspora in 2016 (in cooperation with the Ministry of Education and Research and IOM). The objective of these centres is to support communities and families with second-generation children from the diaspora to maintain and develop linguistic, cultural and emotional links with Moldova. The centres have started to function independently with time, and currently operate in France, Italy, Portugal, the UK, Ireland, Kazakhstan and the Russian Federation.</p>
<p>IDENTITY AND YOUTH</p>	<p>Diaspora. Origini. Reîntoarcere (Diaspora. Origins. Return) (DOR) The first edition of DOR took place in 2013 under the aegis of the BRD with the aim of strengthening the emotional and cultural identity of the second generation of the diaspora and its connection with Moldova. Diaspora children camps and youth camps (E-way to home) are a part of the annual DOR programme.</p>
<p>SOCIAL REINTEGRATION AND ENTREPRENEURSHIP</p>	<p>A Framework Partnership Agreement on reintegration support for returning migrants, signed with the French Office for Immigration and Integration (OFII) This Framework Partnership Agreement was signed in 2017. The Agreement foresees the provision of reintegration support for Moldovan citizens who have returned from France. OFII has provided support in view of social reintegration, reintegration into the labour market and business development.</p>

Source: Developed by the authors

In 2016, the Bureau launched a thematic programme, *Diaspora Engagement Hub* (DEH)⁴⁷ offering Moldovan citizens abroad a range of sub-programmes to implement their project ideas towards national and local socioeconomic development. DEH was initiated in partnership with IOM Moldova and with the support of the Swiss Agency for Development and Cooperation (SDC). This programme, along with those indicated in Table 5, are aimed at harnessing Moldova's human and professional capital by engaging diaspora members in the transfer of expertise and know-how.

In 2018, the Government approved the *DAR 1+3 programme*. While DEH is designed to award grants to applicants, DAR 1+3 is a social remittances programme that channels diaspora and local donations into public works

projects in Moldova and matches donations at a 3:1 ratio (3 lei from international donors/government/local authorities for every one lei of funds donated by the diaspora). Such programmes have the potential to support public services for migrants alongside non-migrants who remain in communities of origin. Migrants who use collective remittances to support local development in their countries of origin represent key non-state actors for the provision of goods and services. Furthermore, the practice of transnational coproduction, driven as it is by complementary resources from public and private agents, allows local officials with development and electoral aspirations to overcome budget constraints and provide collective goods in conjunction with interested, capital-holding investors, who may be migrants.

47 Further details can be found at: <https://www.gfmd.org/pfp/ppd/2644>

Findings on the Five Evaluation Criteria

This chapter presents findings on the five criteria in the mid-term evaluation of the “Diaspora-2025” Strategy. Structurally, both qualitative and quantitative data are presented and combined under each criterion. These findings are further discussed in Chapter 4.

3.1. Relevance

Scholarship on relevance shows that assessing this criterion implies understanding the ability of an organisation to adhere to its established goals, programmes and activities, in line with the needs of its clients

and stakeholders⁴⁸. Usually, clients and stakeholders are the ones who have the most vested interest in the outcomes of their organisation. As scholars⁴⁹ point out, relevance implies looking at the input side of a political system, that is to say the demands and support from stakeholders and clients. To extrapolate to the Strategy, its clients are the beneficiaries, namely diaspora representatives (whether citizens or association representatives); whereas its stakeholders are the public authorities (see Table 3 for examples).

To guide our evaluation of Relevance, the research questions presented in Box 2 were used for data collection.

Box 2. Research questions used for the evaluation of Relevance

- ▶ To what extent does the Strategy address the needs of the diaspora that were identified before the development of the Strategy (not at all, to a small extent, to some extent, to a moderate extent, to a great extent)?
- ▶ How far are the Strategy’s objectives aligned with the needs of beneficiaries? And how much support are stakeholders offering?

When asked whether the Strategy responds to their needs, 67.7% diaspora leaders reported that they find the Strategy relevant (Figure 2). This seems to imply that the Strategy, as a policy document, expresses the Government’s vision and tries to embrace a whole-of-government approach, both at local and central level. For those who read the Strategy, it is indicated that a systemic approach is used

to respond to diaspora needs by offering public services and creating partnerships with international donors with a vested interest in DMD. The focus group participants and diaspora representatives interviewed during the data collection phase emphasised that the Strategy, although outdated (given the rapid development of the diaspora), reflects the DMD trends relevant today by capitalising

⁴⁸ Lusthaus, C. (2002). *Organizational Assessment: A Framework for Improving Performance*, Ottawa: IDRC; Barclay, C. and Osei-Bryson, K. (2010) ‘Project performance development framework: An approach for developing performance criteria & measures for information systems (IS) projects’, *International Journal of Production Economics* 124(1), pp. 272–292.

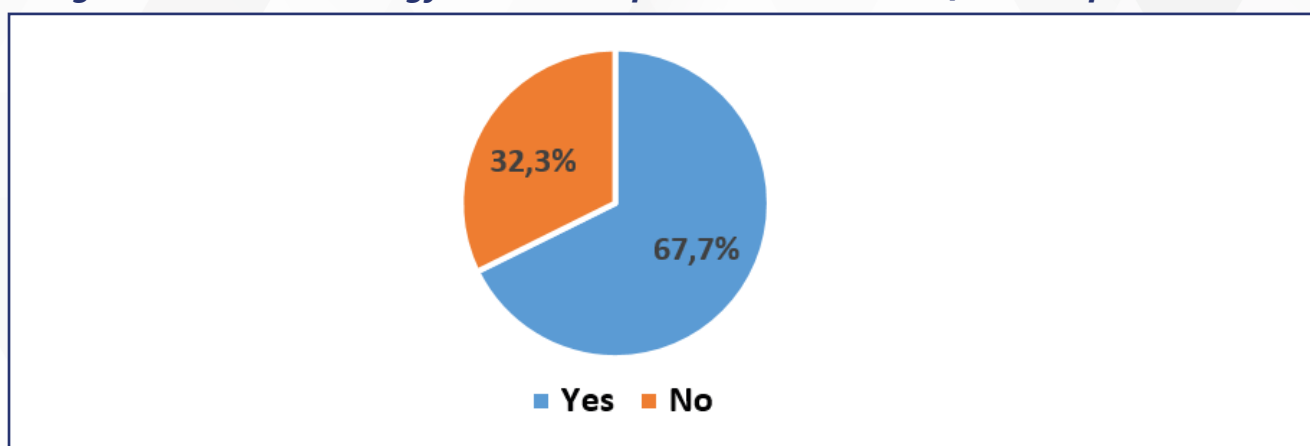
⁴⁹ Baltag, D. and Romanyshyn, I. (2017) ‘The challenge of analysing the performance of the European Neighbourhood Policy’ in Schumacher T. et al (eds.) *The Routledge Handbook on the European Neighbourhood Policy*. London: Routledge, pp. 39–49.

Moldova's human capital, promoting diaspora engagement for development and offering different ways of engaging in the country's socioeconomic development.

Some respondents indicated that they were consulted in the Strategy development phase;

they were asked, for example, to organise evaluation workshops, involving representatives of the central public authorities, civil society, the academic environment and international partners with the Republic of Moldova.

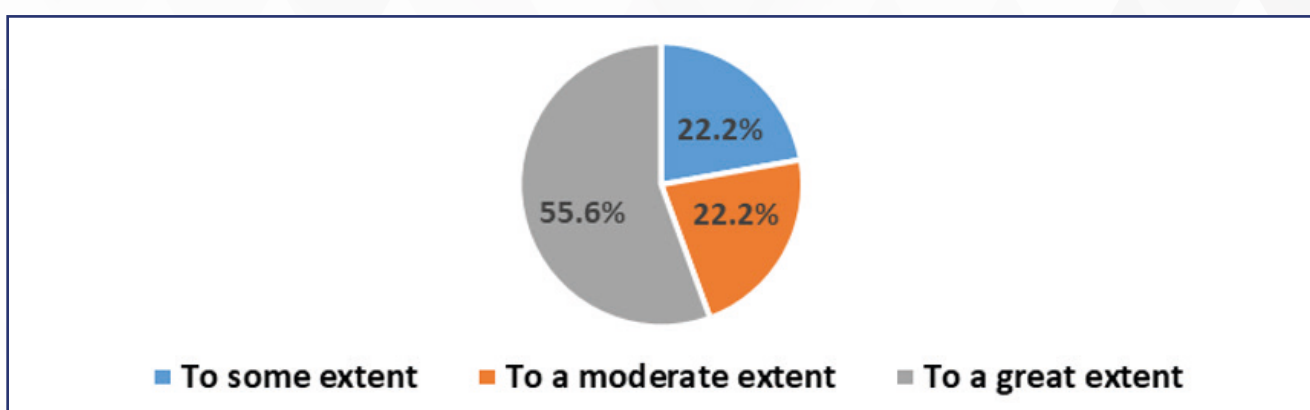
Figure 2. Does the Strategy address diaspora needs? Answers from diaspora leaders.



Similar views were expressed by Moldovan public authorities involved in the implementation of the Strategy: 77.8% of respondents of the self-assessment questionnaire considered that diaspora needs were identified to either a great or moderate extent prior to the development of the Strategy (Figure 3). Respondents indicated that this public policy document recognises the importance of the diaspora and of promoting and respecting citizens' rights regardless of their

country of residence. They also insisted that the Strategy is relevant because it encourages decision makers to cooperate with diaspora members as well as with central and local public authorities on DMD matters. Although the Strategy has a general character, it paved the way to a framework of communication among stakeholders, who, in turn, embraced cross-institutional cooperation as a practice.

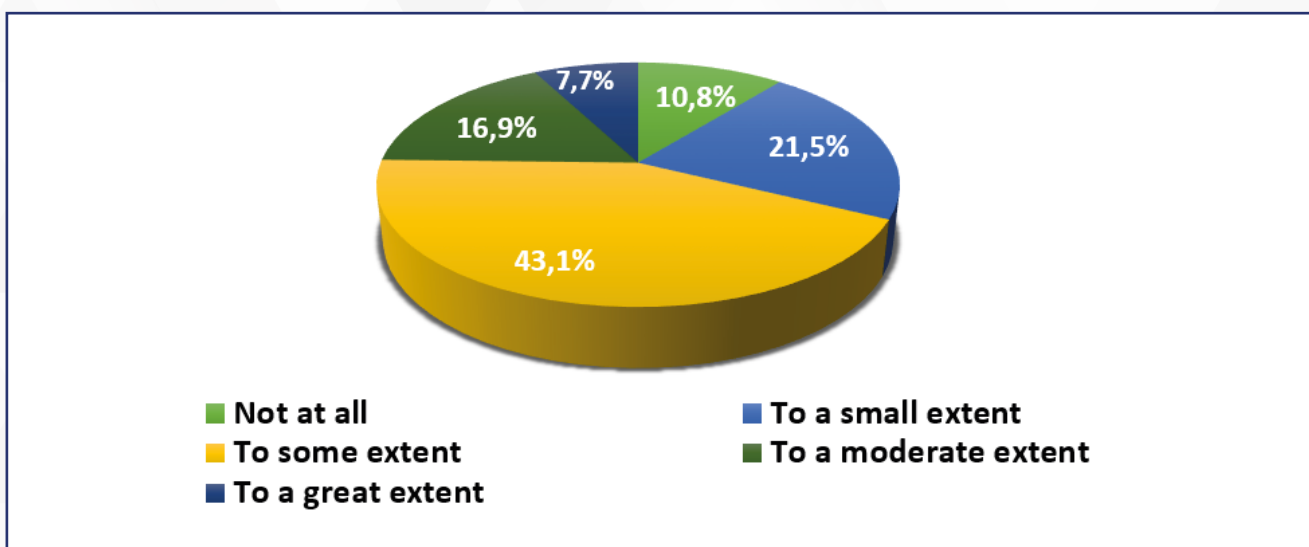
Figure 3. To what extent were diaspora needs identified before the development of the Strategy? Answers from Moldovan public authorities.



Not all diaspora representatives share a similar view. Some consider that the Strategy is only partially relevant due to its general character. The general objective refers to “the creation of a sustainable and comprehensive framework of collaboration between the state institutions and the diaspora, based on trust and common initiatives, aimed at facilitating the options for the productive return of the diaspora”, whereas today, the diaspora also needs support to facilitate collaboration within the diaspora itself (between associations from different countries, for example). When asked

whether their needs were properly identified before the elaboration of the Strategy (Figure 4), 21.5% answered “not at all”, 43.1% “to a certain degree” and 16.9% “to a small degree”. Some clearly stated that the Strategy is not aligned with current realities – the variety and activities of diaspora associations have diversified and multiplied to such a degree that diaspora members are now creating Networks and Task Forces to assist their country while the instruments offered through the Strategy seem to be limited to the realities of 2016.

Figure 4. To what degree were diaspora needs identified before the Strategy? Answers from diaspora representatives.



It is important to note that the parties responsible for the implementation of the Strategy have a vested interest in responding to the needs of the diaspora. To exemplify this, continuous changes and updates have been made to the DEH programme. According to BRD data, around 100 projects have been funded as a part of thematic sub-programmes⁵⁰. Evaluations of the implementation of the DEH programme have confirmed the continued interest of applicants in following top thematic sub-programmes such as ‘Innovative diaspora projects’, ‘Professional return of diaspora

members’ and ‘DEH intended for young people from the diaspora’. Besides the diversification of programmes, the Government has also invested public money to support them.

In 2019, for instance, nine thematic sub-programmes were selected and approved: three in the area of *Professional return of diaspora members* and six in the area of *Innovative diaspora projects*. In 2020, ten thematic sub-programmes were approved, two in the area of *Professional return of diaspora members*, three in the area of *Innovative diaspora projects* and

⁵⁰ BRD. New round of grants within the Diaspora Engagement Hub programme of 2021, available at: <https://brd.gov.md/ro/content/o-noua-runda-de-granturi-cadrul-programului-diaspora-engagement-hub-2021>

five in the area of *DEH intended for young people from the diaspora*⁵¹ (two of which were funded by the public budget). In 2021, six sub-programmes were approved (three were funded by the SDC and the other three by the public budget), including: *Professional return of diaspora members* – one sub-programme (SDC funded); *Innovative diaspora projects* – two sub-programmes (two SDC funded, one funded by the public budget); and DEH intended for young people from the diaspora (two sub-programmes funded by the public budget)⁵². Most recently, in 2022, the State Chancellery selected 12 project proposals for the following sub-programmes: *Programme to support cultural and educational activities in the diaspora*; *Innovative diaspora projects*; and *Diaspora Youth*⁵³ (funded by the State budget).

To meet the needs of the beneficiaries of the programmatic framework, stakeholders have also invested in knowledge and capacity development, responding to the needs of those beneficiaries interested in entrepreneurial activities. One such example is the Continuous Training Programme on Efficient Business Management (EBM), launched in 2009 (details in Table 6). EBM provides training in the areas of business networking, innovative business models and increasing the performance of companies. The impact of the EBM programme is meant to be twofold (in terms of increasing the knowledge and entrepreneurial skills of SME managers): to enhance entrepreneurial culture and competitiveness among local SMEs and to implement innovative business methods.

Table 6. Dynamics of training under the EBM programme (2016–2021)

Year	Number of workshops	Total number of trained persons
2016	89	2396
2017	78	2156
2018	58	1550
2019	48	1263
2020	56	2100
2021	-	1656

Source: Activity Report of the Organisation for Support of Small and Medium Enterprises for 2021, ODIMM, Chişinău, 2022; Activity Report of the Organisation for Support of Small and Medium Enterprises for 2020, ODIMM, Chişinău, 2021; Activity Report of the Organisation for Support of Small and Medium Enterprises for 2019, ODIMM, Chişinău, 2020.

It is important to note that some programmes have addressed the needs of stakeholders – Moldovan public authorities – in such a way as to imply their support of the implementation of the Strategy’s objectives.

The Diaspora Excellence Groups (DEG) programme⁵⁴ serves as an example in this sense. It was launched within the framework of the IOM project ‘Consolidation of Moldova’s Development Capacities through the Creation

51 Implementing regulation of the Program Diaspora Engagement Hub (DEH). Sub-program designed for young people from diaspora, available at: https://brd.gov.md/sites/default/files/regulament_final_subprogram-in_cadrul-programului-deh-destinat-tinerilor-diaspora.pdf

52 Project: Consolidating Moldova’s Migration and Development Institutional Framework, Phase II. Progress report for the period January 2021 - June, 2021, available at: https://brd.gov.md/sites/default/files/document/attachments/publicare_site_progress_report_january_2021-june_2021.pdf

53 BRD. The winning projects were selected under Government Diaspora Engagement Hub (DEH) Thematic Grants Program for 2022, details at: <https://emoldovata.gov.md/en/news/the-winning-projects-were-selected-under-the-government-diaspora-engagement-hub-deh-thematic-grants-program-for-2022>

54 Implemented within the project ‘Strengthening the development capacities of Moldova through the dialogue of Diaspora with the country of origin’ funded by the IOM Development Fund and implemented by the IOM; mission in Moldova in partnership with the Bureau for Relations with Diaspora and Ministry of Education of the Republic of Moldova

of *Partnerships between the Diaspora and Origin Country*' in 2017, based on a grant of USD 200,000⁵⁵. Its purpose was to develop a functional partnership mechanism between public authorities and highly skilled diaspora experts in strategic areas for the social and economic development of Moldova. Five Excellence Groups led by seven highly skilled diaspora experts were created⁵⁶, and these cooperated with representatives of line ministries to develop public policies in five priority areas: knowledge-based economy, justice, medicine, environment and diaspora relations⁵⁷. Diaspora experts also focused on providing recommendations and initiatives to improve the quality of public services through the transfer of expertise, creativity and innovation⁵⁸.

3.2. Effectiveness

Scholarship⁵⁹ conceptualises effectiveness in relation to goal attainment, which is probably the most widespread interpretation. This criterion has been studied in its many forms: legal (compliance with contractual obligations), economic (the ratio between meeting objectives and amount of resources spent), normative (achievement of justice, participation and other values) or political (changes in the behaviour and interests of actors)⁶⁰. In this evaluation, we depart from the common definition of effectiveness – the ability of an organisation to successfully fulfil its objectives.

To guide our evaluation of Effectiveness, the research questions presented in Box 3 were used for data collection.

Box 3. Research questions used for the evaluation of Effectiveness

- ▶ To what extent has the Strategy progressed towards achieving its stated/intended goals (not at all, to a small extent, to some extent, to a moderate extent, to a great extent)?
- ▶ What is the degree of correspondence between the goals, outputs and outcomes of the Strategy?
- ▶ What effects (results/outputs) did the policy produce and were these congruent with the Strategy's priority objectives?
- ▶ What exogenous and endogenous factors (external and internal) influenced the achievement of the Strategy's stated goals?

As presented in the previous chapter (sub-chapter 2.2.), the design of the adopted National Diaspora Strategy includes an Action Plan to support its implementation. To this end, the Plan includes the following four objectives:

- ▶ **Objective 1:** to draft and develop the strategic and operational framework for the area of diaspora, migration and development (O1).
- ▶ **Objective 2:** to ensure diaspora rights and to build trust (O2).
- ▶ **Objective 3:** to mobilise, harness and recognise the diaspora's human capital (O3).
- ▶ **Objective 4:** to engage diaspora members directly and indirectly in the sustainable economic development of Moldova (O4).

55 Ceapai Alla. *What are Diaspora Excellence groups and how do they function?* Broadcast on 17 April 2018. Radio Free Europe Moldova, available at: <https://moldova.europalibera.org/a/ce-sunt-%C8%99i-cum-func%C8%9Bioneaz%C4%83-grupurile-de-excelen%C5%A3%C4%83-ale-diasporei/29172430.html>

56 Netherlands, USA, France, Canada and Romania.

57 State Chancellery. *Diaspora Excellence Groups presented draft policies for the development of the Republic of Moldova.* Press release dated 17 April 2018, available at: <https://cancelaria.gov.md/ro/content/grupurile-de-excelenta-ale-diasporei-au-prezentat-proiecte-de-politici-pentru-dezvoltarea>

58 Pilot programme, *Diaspora Excellence Groups (DEG), BRD, IOM, Diaspora Engagement Hub.* May 2017, details at: https://brd.gov.md/sites/default/files/public_note_-_diaspora_excellence_groups.pdf

59 Baltag, D. and Romanyshyn, I. (2017). 'The challenge of analysing the performance of the European Neighbourhood Policy' in Schumacher T. et al (eds.) *The Routledge Handbook on the European Neighbourhood Policy.* London: Routledge, pp. 39-49; Lusthaus, C. (2002) *Organizational Assessment: A Framework for Improving Performance,* Ottawa: IDRC.

60 Young, O. (1999). *The Effectiveness of International Environmental Regimes: Causal Connections and Behavioral Mechanisms,* Cambridge: MIT Press.

In the view of Moldovan public authorities, according to opinions collected from the self-assessment questionnaires, the Strategy succeeded to a great extent in ensuring the diaspora's rights and in building trust (O2); and also in mobilising, harnessing and recognising the diaspora's human potential (O3). However, the same group of respondents also reported that the objectives of drafting and developing the strategic and operational framework for the area of DMD (O1) and engaging

diaspora members directly and indirectly in the sustainable economic development of the country (O2) were attained to a lesser extent. On the other hand, for diaspora representatives, according to survey results, the Strategy has been most effective in developing the DMD framework (O1), but only moderately effective in achieving the other three objectives. The programmatic framework and corresponding objectives are shown below in Table 7.

Table 7. List of programmes in the DMD area⁶¹ in relation to the Strategy's objectives

Programme	Programme aim	Strategy Objective
National Programme for attracting remittances into the economy (PARE 1+1)	Investment of remittances to support entrepreneurs in the launch and/or development of their own businesses	To engage diaspora members directly and indirectly in the sustainable economic development of Moldova (O4)
Diaspora Succeeds at Home (DAR 1+3)	Aimed at harnessing the human and financial potential of the diaspora in the socioeconomic development of Moldova	To engage diaspora members directly and indirectly in the sustainable economic development of Moldova (O4)
Women in Business	To reduce gender inequality by helping women to acquire management skills through business development, particularly in rural areas	To engage diaspora members directly and indirectly in the sustainable economic development of Moldova (O4)
START for Young People	To assist young people in terms of their economic integration through support in developing their business ideas	To engage diaspora members directly and indirectly in the sustainable economic development of Moldova (O4)
Diaspora Engagement Hub (DEH)	To encourage and support Moldovans abroad to implement their project ideas in Moldova	To mobilise, harness and recognise diaspora human capital (O3)

Source: Developed by the authors

The reason why Objective 1 has been rated the most successful objective can be explained by the fact that the Government invested in

setting up an institutional, policy, regulatory and programmatic framework in the first year of the implementation of the Strategy. This, in

⁶¹ Data in Table 7 is an accurate representation of the situation as it stood in November 2022.

turn, led to institutional communication and coordination of state policy in the area of DMD⁶². Additionally, a series of policy documents that target diaspora rights, especially aimed at returning Moldovan migrants, have also been adopted, such as the National Employment Strategy, the National Strategy on Migration and Asylum or the Action Plan on the (re-) integration of citizens of the Republic of Moldova returned from abroad⁶³. In addition, the wide variety of programmes developed by the BRD under the Diaspora-2025 Strategy aimed at engaging the Moldovan diaspora in the socioeconomic development of the country and harnessing the human capital of Moldovan emigrants specifically correspond to Objectives 3 and 4.

When it comes to effectiveness, many of the programmes developed under the Strategy appear to be aligned with the Strategy's intended goals (details in Table 8). For example, the PARE 1+1 National Programme for attracting remittances into the economy was designed for migrant workers and/or their first-degree relatives who wish to invest in launching and/or developing their own business. This is congruent with Objective 4, namely "to engage diaspora members directly and indirectly in the sustainable economic development of the Republic of Moldova"⁶⁴. In a similar way, the programmes START for Young People⁶⁵ and Women in Business have been designed to support Objective 4.

62 GD No. 725 of 8 September 2017 on the mechanism for coordinating state policy in the area of diaspora, migration and development, available at: https://www.legis.md/cautare/getResults?doc_id=101866&lang=ro

63 National Employment Strategy for 2017–2021 (GD No. 1473 of 30 December 2016 on the approval of the National Strategy on Employment for 2017–2021, available at: <https://www.usmf.md/sites/default/files/2020-01/156%20%28Hot%C4%83r%C3%A2re%20cu%20privire%20la%20aprobarea%20Strategiei%20na%C5%A3ionale%20privind%20ocuparea%20for%C5%A3ei%20de%20munc%C4%83%20pentru%20anii%202017%E2%80%932021%29.pdf>); National Strategy on Migration and Asylum (2011–2021) (GD No. 655 of 8 September 2011 on the approval of the National Strategy on Migration and Asylum (2011–2020), available at: https://www.legis.md/cautare/getResults?doc_id=56020&lang=ro), Action Plan on the (re-)integration of citizens of the Republic of Moldova returned from abroad, Guide for (re-)integration of citizens of the republic of Moldova returned from abroad, June 2018, Bureau for Relations with Diaspora, State Chancellery, available at: https://brd.gov.md/sites/default/files/document/attachments/ghid_ro_1302.pdf

64 https://brd.gov.md/sites/default/files/sn_diaspora_2025_web.pdf, pp.56–57.

65 GD No. 973 of 10 October 2018 on the approval of the START for Young People programme, available at https://www.legis.md/cautare/getResults?doc_id=109155&lang=ro

Tabelul 8. Corespondența dintre obiectivele Strategiei și programele DMD

Strategy objective	DMD programme
Objective 4: to engage diaspora members directly and indirectly in the sustainable economic development of the Republic of Moldova	<p><i>PARE 1+1</i> priorities cover the following areas:</p> <ul style="list-style-type: none"> ▶ Business creation and development in rural areas; ▶ Increasing the level of information regarding migrant workers from Moldova and beneficiaries of remittances for opportunities to develop a business in the country of origin; ▶ Increasing entrepreneurial skills among migrant workers and remittance recipients; ▶ Stimulating the establishment and development of SMEs among migrant workers and recipients of remittances; ▶ Facilitating access of migrant workers and beneficiaries of remittances to the financial resources necessary to establish/develop SMEs in Moldova; ▶ Promoting financial culture and economies; ▶ Creating new jobs; ▶ Export orientation and import substitution; ▶ Application of modern technologies, transfer of know-how and innovations.
	<p><i>START for Young People:</i></p> <ul style="list-style-type: none"> ▶ To provide support to young people in terms of their economic integration through support in developing their business ideas, particularly for young people from rural areas, through facilitating access to financial resources, training, consultations, mentorship and extension of businesses⁶⁶.
	<p><i>Programme of women's economic empowerment, Women in Business</i>⁶⁷:</p> <ul style="list-style-type: none"> ▶ To reduce gender inequality by helping women to acquire management skills through business development, particularly in rural areas. ▶ The programme provides three types of support: support to initiate a start-up business; support for newly created start-ups; and support for growing companies.

⁶⁶ Activity Report of the Organisation for Support of Small and Medium Enterprises for 2019, ODIMM, Chișinău, 2020.

⁶⁷ GD No. 1064 of 16 September 2016 on the approval of the pilot programme 'Women in Business', available at: <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=366750>

Tabelul 8. Corespondența dintre obiectivele Strategiei și programele DMD

Diaspora Engagement Hub

The programme⁶⁸ included the following thematic areas:

- ▶ Diaspora crowdfunding projects;
- ▶ Empowering women of the diaspora;
- ▶ Local programme of voluntary return;
- ▶ Diaspora innovative projects;
- ▶ Professional return;
- ▶ Education centres for diaspora members;
- ▶ Regional thematic partnerships.

Objective 3: to mobilise, harness and recognise the diaspora's human potential

DAR 1 + 3

The programme includes seven thematic sub-programmes:

- ▶ infrastructure (water and sanitation, roads, schools, kindergartens, houses of culture);
- ▶ environmental protection (prevention of environmental pollution, waste management);
- ▶ economy (regional development, investments, agricultural development);
- ▶ energy efficiency (solar panels, street lighting, thermal insulation);
- ▶ culture (protection of heritage, playgrounds, development of rural tourism, expositions and festivals);
- ▶ education (programmes for children, sport, innovations, transfer of knowledge and know-how)
- ▶ social protection (social services and health)⁶⁹.

Source: Developed by the authors

The third objective of the Strategy is aimed at recognising the diaspora's potential through, inter alia, enhancing the capacities of diaspora associations, communities and networks of excellence⁷⁰. As discussed in section 2.3, the Bureau has been implementing Diaspora Engagement Hub (DEH) since 2016, funded by the Swiss Development Cooperation (SDC). DEH is intended for citizens originating from Moldova who currently reside abroad, including diaspora associations and initiative groups. The purpose of the programme is to encourage and support Moldovans abroad to implement their

project ideas in Moldova, thus capitalising on the human capital of the diaspora.

Some of the most recent programmes, such as DAR, are designed to support Objectives 3 and 4 of the Strategy. Launched in 2018 and approved for the period 2019–2025, DAR aims to harness the human and financial potential of the diaspora for the socioeconomic development of Moldova. Specifically, the overall objective of the programme focuses on the mobilisation of the financial and human capital of the diaspora such as diaspora associations/members, hometown associations

68 BRD. *Diaspora Engagement Hub*, details at: <http://brd.gov.md/ro/content/diaspora-engagement-hub-1>

69 UNDP. "Diaspora's involvement in development of localities of origin becomes a national practice through the DAR 1+3 programme". Press release dated 19 June 2020. <https://www.md.undp.org/content/moldova/ro/home/presscenter/pressreleases/2020/diaspora-dezvoltarea-localitatilor-de-origine-devine-o-practica-nationala-prin-programul-DAR.html>

70 https://brd.gov.md/sites/default/files/sn_diaspora_2025_web.pdf, pp.59

and initiative groups of citizens residing abroad or returned home. As a result, the diaspora is expected to establish partnerships with LPAs and the community of donors for the social and economic development of the country.

3.3. Efficiency

Efficiency is defined in the academic literature⁷¹ in terms of the resources of an organisation and it involves evaluating the cost-

effective production of results. When it comes to resources, a wider understanding (i.e. not limited to financial resources) is embraced to discuss efficiency – it implies the availability and use of capabilities and the use of instruments in a way that contributes to delivering results. As some researchers⁷² explain, this may refer to authority, competences, reputation or other resources of social and political capital.

To guide our evaluation of Efficiency, the research questions presented in Box 4 were used for data collection.

Box 4. Research questions used for the evaluation of Efficiency

- ▶ To what extent do outputs and outcomes of the Strategy represent value for money (*not at all, to a small extent, to some extent, to a moderate extent, to a great extent*)?
- ▶ To what extent is the relationship between inputs and outputs timely, cost-effective and to expected standards (*not at all, to a small extent, to some extent, to a moderate extent, to a great extent*)?
- ▶ How appropriate are the objectives, priority actions, sub-actions, deadlines and progress indicators of the Strategy?
- ▶ To what extent is the Strategy aligned with the existing capacities of implementing authorities, responsible institutions and/or other relevant stakeholders (*not at all, to a small extent, to some extent, to a moderate extent, to a great extent*)?

According to opinions collected from the self-assessment questionnaires, the following programmes have been ranked among the top five, in terms of efficiency, by national authorities:

1. The *PARE 1+1* programme for attracting remittances into the economy;
2. Assistance programme for *reintegration of returned citizens* implemented with OFII support;
3. National Programme for *Economic Empowerment of Young People* (PNAET) launched in 2018 and named START for Young People;
4. Programme for women's economic empowerment, *Women in Business*;

5. Programme for continuous training, *Efficient Business Management*.

Thus, 78% of respondents of the self-assessment questionnaires consider that policies in the area of DMD are efficient. On the other hand, only 41.54% of diaspora representatives consider that these policies are efficient, while 29.23% describe their efficiency as low. According to their responses, the following were ranked in the top five most efficient programmes by diaspora representatives:

1. The *PARE 1+1* programme for attracting remittances into the economy;
2. Migration and Local Development (*MiDL*);
3. Diaspora Succeeds at Home (*DAR 1+3*);

⁷¹ Lusthaus, C. (2002) *Organizational Assessment: A Framework for Improving Performance*, Ottawa: IDRC; Behn, R. (2003) 'Why measure performance? Different purposes require different measures', *Public Administration Review* 63 (5): 586–606; Baltag, D. and Smith, M. (2015) 'EU and member state diplomacies in Moldova and Ukraine: Examining EU diplomatic performance post-Lisbon', *European Integration online Papers*, 1 (19), pp. 1–25.

⁷² Baltag D. (2018) 'EU external representation post-Lisbon: the performance of EU diplomacy in Belarus, Moldova and Ukraine', *Hague Journal of Diplomacy, Special issue*, 13 (1), pp. 75-96.

4. Programme for women's economic empowerment, *Women in Business*;
5. National Programme for *Economic Empowerment of Young People* (PNAET) launched in 2018 and named START for Young People.

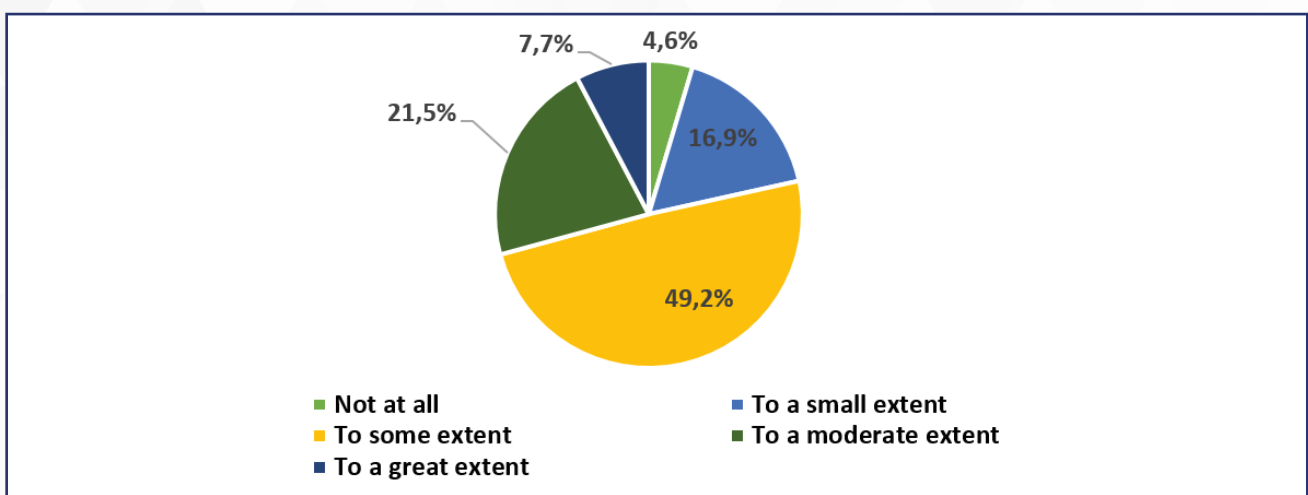
When reflecting on the existing capacities of relevant stakeholders, only 44.4% of national authorities who responded to the self-assessment questionnaires consider that the Strategy is aligned with the existing capacities of implementing institutions. In their view, the most efficient partnerships for the Strategy in the area of DMD are: the UNDP Migration and Local Development (MiDL) project, the Government's DAR 1+3 – Diaspora Succeeds at Home programme (2019–2025) and the Government's programme of thematic grants, Diaspora Engagement Hub.

National authorities are also self-aware regarding the existing capacities of their own organisation in view of the efficient implementation of the Strategy during the 2016–2021 timeframe. After an analysis of the responses, the following capacities were identified as requiring additional development in view of the efficient implementation of the Strategy:

- ▶ Sufficient human resources to cope with the tasks;
- ▶ Capacity to collect and analyse data, information and evidence for policy making;
- ▶ Capacity to develop policies, programmes, regulations, projects, etc.;
- ▶ Capacity to develop M&E indicators and methodological tools for assessing outputs, outcomes and impacts of policies, strategies, action plans, programmes, etc.;
- ▶ Capacity to conduct impact assessments of policies, strategies, action plans, etc.

As shown in Figure 5, only 21.5% of diaspora members assess capacities as efficient while 16.9% consider that the Strategy is aligned with existing capacities only to a small extent and 49.4% to a moderate extent. At the same time, these respondents explain this assessment in light of the challenges that the country is currently facing such as the war in Ukraine, the effects of COVID-19, the massive fluctuation of human resources, brain drain and a consistently slow pace of reforms in the area of corruption.

Figure 5. To what extent is the Strategy aligned with the existing capacities of implementing authorities, responsible institutions and/or other relevant stakeholders? Answers from diaspora members.



At the same time, respondents from public authorities evaluated the efficiency of existing institutional tools to promote a whole-of government approach and state

policy in the field of DMD, and the top three rated institutional tools are presented in Table 9 below.

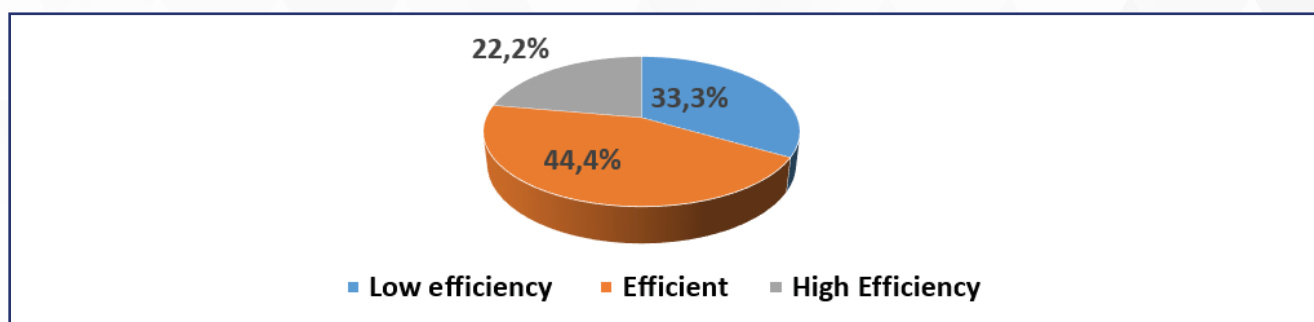
Table 9. Efficiency ranking of the existing institutional tools to promote a whole-of-government approach

Ranking	DMD Tool
First	The Inter-ministerial Committee on Diaspora, Migration and Development (IDMD)
	Local public authorities (District Vice-Chair/Deputy Mayor responsible for coordinating and promoting local policy in the field of DMD)
Second	Ministries and central public authorities (State Secretary/Deputy General Director responsible for promoting and implementing state policy in the field of DMD)
	Working groups at the technical level (operational support to IDMD; contact points in ministries and central public authorities)
Third	Technical level (designating a person responsible for exercising the duties of implementing topics related to DMD)

Respondents were also asked to evaluate the coordination between relevant public authorities both at central and local levels in relation to the implementation of the Strategy. In the opinion of 66.6% of respondents, the level of coordination is perceived as efficient or highly efficient (see Figure 6 below). National authorities believe that the creation of DMD

focal points at the central and local levels has contributed to improving the efficiency of the Strategy’s implementation over the evaluated time period, and although there is room for improvement, for them, the coordination mechanism in place has had a positive impact.

Figure 6. Please assess the coordination between relevant public authorities both at central and local levels in terms of the Strategy’s implementation during the period 2016–2021



Additionally, 66.6% of respondents of the self-assessment questionnaires consider that the Strategy's objectives, priority actions, practical actions, deadlines and progress indicators are appropriate to a moderate or to a great extent in the area of cost-effectiveness. When it comes to 'value for money', the PARE 1+1 programme is clearly perceived to be one of the most successful programmes

for the reintegration of returned migrants and for harnessing the benefits of migration (according to 66.6% of respondents). The programme has succeeded in mobilising more than MDL 1 billion over the last ten years in the form of economic investments, as Table 10 below indicates. Thus, every leu allocated as a grant has generated about 3 lei of investment into the economy⁷³.

Table 10. The number of approved grants and volume of economic investments, in MDL mln. (2011–2021)

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Total
Number of in-vestment projects approved for funding	73	69	171	191	213	210	209	224	210	187	122	1815
Amount of approved grants	12,99	12,73	32,01	37,05	14,96	62,36	43,7	54,59	51,87	45,37	29,54	397,17
Amount of economic investments	44,19	43,33	109,65	126,08	131,94	123,99	118,79	138,85	127,83	115,54	72,89	1153,05

Source: Activity Report of the Organisation for Support of Small and Medium Enterprises for 2021, ODIMM, Chişinău, 2022; Activity Report of the Organisation for Support of Small and Medium Enterprises for 2020, ODIMM, Chişinău, 2021; Activity Report of the Organisation for Support of Small and Medium Enterprises for 2019, ODIMM, Chişinău, 2020.

A similar trend was observed in the START for Young People programme. In 2020, the amount of approved grants was MDL 38.99 million. Additionally, 269 investment projects were approved, which led to MDL 66.36 million of economic investments and the creation of 551 jobs. In 2021, the amount of approved grants was MDL 17.29 million, with MDL 27.64 million channelled into the economy and

300 jobs created. Thus, a multiplier effect is evident (one leu provided in the form of a grant generates about one leu of economic investment)⁷⁴.

Efficiency in relation to the relationship between inputs and outputs varies from a moderate to a great extent. In 2020, for example, following the assessment of projects submitted in the framework of the DAR 1+3

73 ODIMM. ODIMM financially supports migrants to launch their own businesses in the Republic of Moldova. 22 June 2021, available at: <https://www.odimm.md/ro/presa/comunicate-de-presa/5066-odimm-sustine-financiar-migrantii-sa-si-deschida-proprile-afaceri-in-republica-moldova>

74 Impact analysis. Draft GD on the modification of GD No. 973/2018 on the approval of the START for Young People programme. 10 December 2020, available at: https://mei.gov.md/sites/default/files/analiza_impactului_proiect_modif_973.pdf

programme, 42 local public authorities were selected for funding. The total amount of funds received was approximately MDL 23 mln⁷⁵. In 2021, UNDP and SDC, in their capacities as development partners, supported 12 out of 42 projects submitted for funding on the basis of the 1+3 formula (Government + LPA + development partners + hometown associations), with an overall budget exceeding MDL 7.9 mln⁷⁶. In total, 64 projects worth MDL 12.8 million out of 136 submitted projects were selected⁷⁷. In 2022, 59 projects were accepted for evaluation, out of which 41 were approved, worth MDL 10 million in total⁷⁸.

3.4. Impact

In a similar vein as effectiveness, scholarship⁷⁹ conceptualises impact in terms of assessing outputs. Yet impact and effectiveness are not synonymous. As scholars⁸⁰ explain, a policy can be effective without having an impact, and the presence of unintended effects and unexpected consequences usually indicates impact. In this sense, impact is defined as the ability of a policy to address, diminish or eradicate a given issue that triggered the policy's creation.

To guide our evaluation of Impact, the research questions presented in Box 5 were used for data collection.

Box 5. Research questions used for the evaluation of Impact

- ▶ To what extent has the Strategy produced an impact in relation to its beneficiaries and stakeholders (not at all, to a small extent, to some extent, to a moderate extent, to a great extent)?
- ▶ Has the Strategy generated consequences, whether positive or negative, intended or unintended?
- ▶ How has the Strategy contributed to short- and mid-term changes?
- ▶ Which Strategy's Objectives have had the most/least significant contribution?
- ▶ What synergies have been developed, as a result of the implementation of the Strategy (across all government sectors, among the central and local authorities and between the Government, diaspora associations and development partners)?

Both national authorities and diaspora representatives have indicated that the Strategy has had a certain degree of impact, with national authorities estimating this impact to be of a higher degree, whereas diaspora representatives estimate its impact to be lower.

For example, 77.8% of respondents of the self-assessment questionnaires from national authorities considered that the Strategy has produced a great or moderate impact for its beneficiaries and stakeholders (Figure 7).

75 Press release. Winning projects within the project "Diaspora succeeds at home" DAR 1+3, State Chancellery, Government of the Republic of Moldova, available at: <https://cancelaria.gov.md/ro/content/au-fost-selectate-proiectele-castigatoare-cadrul-programului-diaspora-acasa-reuseste-dar-13>

76 Moldpress. State Informational Agency. The DAR 1+3 programme has become a national practice. 19 June 2020, available at: <https://www.moldpres.md/news/2020/06/19/20004916>

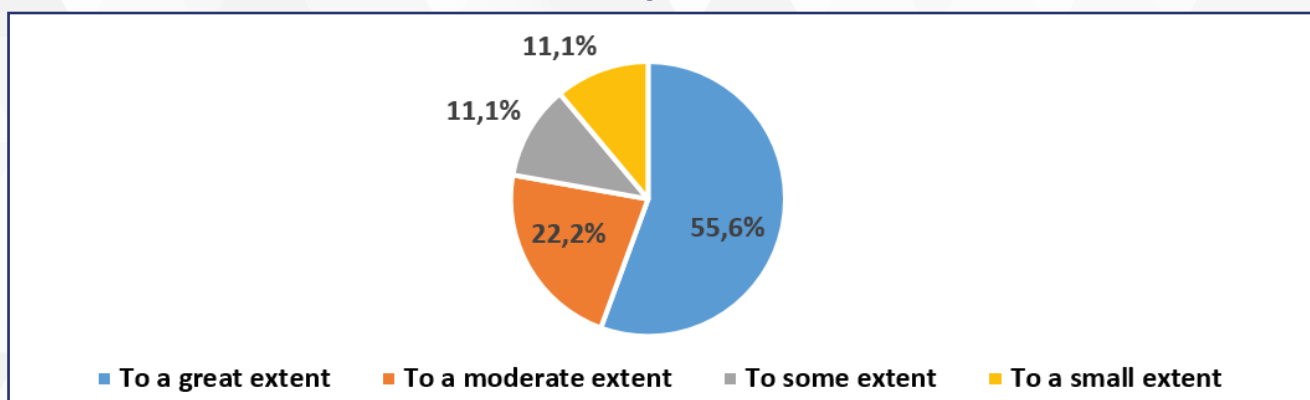
77 Vicol Dumitru, Pistrinciu Vadim. 'The Diaspora is Not Paralele! Analytical Note.' This analytical note was developed within the project 'Policy bridges with the EU: securing the Europeanization process of the Republic of Moldova', implemented with the support of the Soros Foundation. July 2021, available at: <http://ipre.md/2021/07/06/video-diaspora-nu-este-paralela/>

78 Minutes of 22 April 2022, Evaluation and Monitoring Committee of the projects in the framework of the Diaspora Succeeds at Home programme, DAR 1+3, 2022 edition, available at: https://brd.gov.md/sites/default/files/document/attachments/proces_verbal_dar_2022.pdf

79 Baltag, D. and Romanyshyn, I. (2017). 'The challenge of analysing the performance of the European Neighbourhood Policy' in Schumacher T. et al (eds.) The Routledge Handbook on the European Neighbourhood Policy. London: Routledge, pp. 39-49.

80 Ibid.

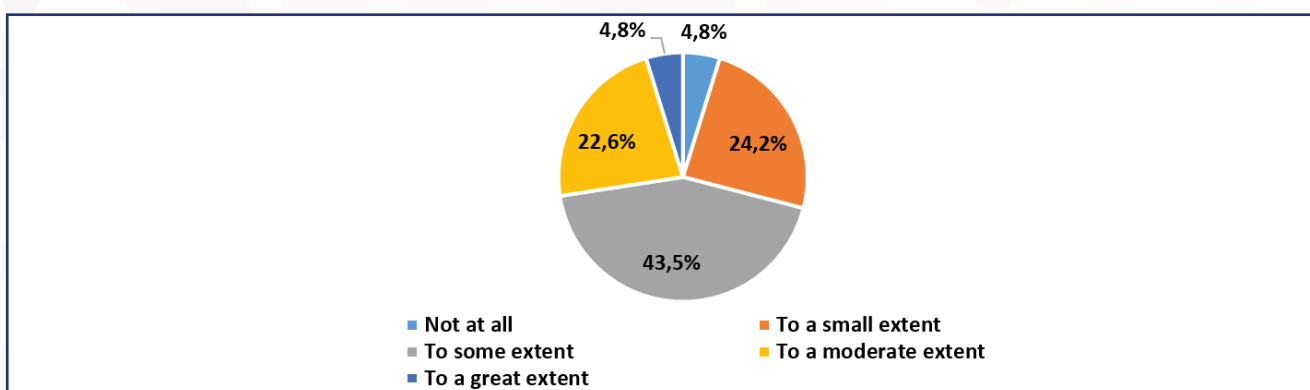
Figure 7. Has the Strategy produced an impact in relation to its beneficiaries and stakeholders? Answers from national authorities.



According to some respondents, the Strategy has determined the BRD's role in the coordination and development of public policies for the diaspora. It has also brought about modifications in the action plans of many public institutions and led to increased interest among donors and development partners in DMD in Moldova. Moreover, the Strategy has created leverages for significant diaspora engagement in the social and economic life of the country of origin; it has identified the role of civil society and academia in the development of diaspora policy; and it has facilitated capacity building of LPAs in this area and enhanced their relations with the diaspora in view of local joint development projects. Finally, yet importantly, relations between organisations in the country and those across the diaspora have been consolidated.

In diaspora, most of answers vary from a small to a moderate degree of impact of the Strategy vis-à-vis stakeholders and beneficiaries: 24.2% considered that the Strategy had achieved an impact to a small extent, 22,6% to some extent and 43.5% to a moderate degree (see Figure 8). Those that described the impact of the Strategy as being small pointed out that the subject of diaspora is emphasised just once a year, during summer when Moldovans return home for holidays. It is obvious to them that the BRD team is understaffed and lacks serious funding, which helps to explain their low impact scoring. On the other hand, those that rated the impact as moderate emphasised that DMD was included in the political agenda of the Parliament, the Presidency, the Government of the Republic of Moldova and LPAs.

Figure 8. Has the Strategy produced an impact in relation to its beneficiaries and stakeholders? Answers from diaspora representatives.



Furthermore, tools such as Diaspora Days or the Congress for Diaspora became systemic platforms for communication and dialogue with national institutions. Moldovan diasporans also feel that specialised public authorities mobilise their institutional capacities to provide quality services, thereby increasing trust among citizens. Another way to evaluate impact is by considering the contribution made by the Strategy through piloted programmes to attract the diaspora in the development of the Republic of Moldova, such as the Diaspora Engagement Hub with its sub-programmes, or the Education Centres. In addition, diaspora representatives are present today in Parliament, the Presidency, the Government and the Prosecutor's Office.

When it comes to impact, most DMD programmes generated positive consequences, created synergies among stakeholders and produced an impact in relation to both stakeholders and beneficiaries. It is worth noting that more than half of the beneficiaries of the PARE 1+1 programme are enterprises managed by migrants' first-degree relatives. This could be perceived as evidence that migrants could potentially return, or that

these businesses offer a sort of investment in the country for additional profit. This seems to have generated an (unintended) positive consequence as more than 60% of these funds are, as a rule, directed to existing enterprises that intend to extend their capacities⁸¹.

Significant efforts have been made to attract youth and beneficiaries outside the capital. As result, 48.7% of entrepreneurs today are young people aged 35 years and under, while 84% of the programme's beneficiaries are located outside of the capital, Chişinău, and 32% of beneficiaries are women (571 enterprises have been created and/or administrated by women). Moreover, it has covered a wide geographical area as participants were spread across more than 35 countries (top 10 listed in Table 8 below). For example, in 2020, migrant workers who attended the programme resided in 31 countries: 61% worked in the EU, 35% in other countries and 3% in member states of the former Soviet Union. Most migrants, similar to previous years, worked in Italy (23%), followed by the UK (13.2%), the Russian Federation (11%), Germany (10%), France (8%) and Romania (7.5%).⁸²

Table 8. Resident countries of migrants who attended the PARE 1+1 programme (2017–2020)

	Countries where migrants lived	2017	2018	2019	2020
1	Italy	108	91	60	46
2	Russian Federation	52	43	27	22
3	United Kingdom	36	43	35	27
4	Germany	18	29	23	20
5	USA	18	6	8	9
6	France	16	17	11	16
7	Israel	12	12	11	7
8	Romania	10	11	7	15

⁸¹ Vicol Dumitru, Pistrinciu Vadim. 'The diaspora is not parallel! Analytical Note.' This analytical note was developed within the project 'Policy bridges with the EU: securing the Europeanization process of the Republic of Moldova', implemented with the support of the Soros Foundation. July 2021, available at: <http://ipre.md/2021/07/06/video-diaspora-nu-este-paralela/>

⁸² Activity Report of the Organisation for Support of Small and Medium Enterprises for 2020, ODIMM, Chişinău, 2021.

Table 8. Resident countries of migrants who attended the PARE 1+1 programme (2017–2020)

9	Spain	8	10	1	3
10	Ireland	4	11	7	7

Source: Activity Report of the Organisation for Support of Small and Medium Enterprises for 2019, ODIMM, Chişinău, 2020; Activity Report of the Organisation for Support of Small and Medium Enterprises for 2020, ODIMM, Chişinău, 2021.

It can be observed that the Women in Business programme (see Table 9 below) has had a considerable economic impact; not only has it contributed to the creation of 2081 jobs, but it has also approved 618 financing contracts and MDL 95.63 million in grants,

with investments in Moldova's economy amounting to MDL 149.55 million⁸³. And all of this was achieved despite certain difficulties faced by the programme (as shown under the Sustainability criterion).

Table 9. Economic impact of the Women in Business programme (2019–2021)

Year	Number of investment projects approved for funding (mln. lei)			Volume of approved grants (mln. lei)			Volume of investments in the Moldovan economy (mln. lei)			Number of jobs created		
	2019	2020	2021	2019	2020	2021	2019	2020	2021	2019	2020	2021
	178	235	96	23,37	37,54	17,62	33,04	54,74	27,21	590	593	307

Source: Activity Report of the Organisation for Support of Small and Medium Enterprises for 2021, ODIMM, Chişinău, 2022; Activity Report of the Organisation for Support of Small and Medium Enterprises for 2020, ODIMM, Chişinău, 2021; Activity Report of the Organisation for Support of Small and Medium Enterprises for 2019, ODIMM, Chişinău, 2020; Activity Report of the Organisation for Support of Small and Medium Enterprises for 2018, ODIMM, Chişinău, 2019.

In terms of creating synergies, cooperation among stakeholders is included in many DMD programmes. The DAR programme, for instance, is based on the 1+3 partnership principle: diaspora + government and/or local authorities + development partners and donors. This social remittances programme channels diaspora and local donations into public works projects in Moldova and matches donations at a 3:1 ratio (3 lei from international donors/government/local authorities for every one leu of funds donated by the diaspora).⁸⁴

consequences of the Strategy relate to the DiaMed.MD network. In 2021, the Nicolai Testemiţanu State University of Medicine and Pharmacy decided to capitalise on the model of the DEG programme through the creation of a network of medical scientific diaspora – DiaMed.MD. The network was created independently of the Bureau's activity and is aimed at creating a virtual space for dialogue and cooperation among researchers in the area of medical sciences who are graduates of this university. The platform facilitates the implementation of joint initiatives in the area of

Other examples of unintended

⁸³ Women in Business programme. Statistics available at: <https://www.odimm.md/ro/femei-in-afaceri>

⁸⁴ State Chancellery. Diaspora Excellence Groups presented draft policies for the development of the Republic of Moldova. Press release dated 17 April 2018, available at: <https://cancelaria.gov.md/ro/content/grupurile-de-excelenta-ale-diasporei-au-prezentat-proiecte-de-politici-pentru-dezvoltarea>

research and innovation through publications, projects, exchange of know-how and other activities. The network is currently expected to be developed and institutionalised with the BRD's support⁸⁵.

3.5. Sustainability

Public policy scholarship⁸⁶ indicates that it is important to evaluate a policy's potential flexibility and forward-looking quality. This refers to the policy's ability to endure over time by 'bouncing back' from external shocks and

internal crises. As scholars have⁸⁷ emphasised, learning processes are of the utmost importance for a policy, and these can be triggered by unexpected factors, contingencies and critical events, which open a policy feedback process and can become a driving force for policy change (Evans and Reid, 2014). In this sense, sustainability is defined by the policy's capacity to change, adapt and re-engineer itself, based on a learning process.

To guide our evaluation of Sustainability, the research questions presented in Box 6 were used for data collection.

Box 6. Research questions used for the evaluation of Sustainability

- ▶ To what extent have the Strategy's Objectives over the past five years (2016–2021) been formulated in consideration of sustainability in the long run (not at all, to a small extent, to some extent, to a moderate extent, to a great extent)?
- ▶ What are the lessons learned and what practices could the implementation of the Strategy 2022–2025 benefit from?
- ▶ How is the commitment of key decision makers likely to change with respect to the implementation of the Strategy in the next three years (2022–2025)? To what extent are stakeholders likely to remain engaged?
- ▶ What capacities need to be further developed among national stakeholders in view of more sustainable implementation of the Strategy for the period 2022–2025?

Over the past several years, DMD programmes have become sustainable, to some extent, without this being consciously intended by the Strategy. For example, –thanks to the success and positive impact of the PARE 1+1 programme, it was extended three times: in 2015 (2015–2018), in 2018 (2018–2021)⁸⁸ and in 2021 (2021–2024)⁸⁹. Nonetheless, financial support varied, which meant that national priorities fluctuated based on the priorities

of the political agenda, thus demonstrating that objectives had not been deliberately designed in view of sustainability. In 2018, a total amount of MDL 40 million was allocated to the annual public budget for the purpose of the programme, but in 2021 these funds were reduced to MDL 30 million per year⁹⁰. In September 2022, the Government decided to complement the PARE 1+1 programme by approving the PARE 1+2⁹¹ programme for

85 The Nicolae Testemițanu State University of Medicine and Pharmacy in Moldova. Launch of initiative to create a network of medical scientific diaspora members – DiaMed.MD. 9 April 2021, available at: <https://usmf.md/ro/noutati/lansarea-initiativei-de-creare-retelei-diasporei-stiintifice-medicale-republicii-moldova>

86 Versluis, E., Van Keulen, M. and Stephenson, P. (2010). *Analyzing the European Union policy process*. Macmillan International Higher Education.

87 Evans, B. and Reid, J. (2014). *Resilient Life: The Art of Living Dangerously*, Cambridge: Polity Press.

88 Evans, B. and Reid, J. (2014). *Resilient Life: The Art of Living Dangerously*, Cambridge: Polity Press.

89 Teleradio-Moldova. The PARE 1+1 programme extended until the end of 2024. 29 December 2021. <https://trm.md/ro/economic/programul-pare-1-1-a-fost-extins-pana-la-finele-anului-2024>

90 An analysis of the grants provided and investment channelled into the economy through the PARE 1+1 programme show that the programme was slightly less dynamic in 2021. This is probably due to the negative impact of the COVID-19 pandemic on Moldova's economy over the period 2020–2021.

91 GD No. 622 of 7 September 2022 on the approval of the PARE 1+2 programme for attracting remittances into the economy, available at: https://www.legis.md/cautare/getResults?doc_id=133391&lang=ro

attracting remittances into the economy. The extended programme uses a similar approach to PARE 1+1: it is based on both 1+1 and 1+2 algorithms. The sum of grants paid has so far amounted to MDL 750,000.

In addition, the implementation of this programme has brought to light a number of challenges, including: a reduced number of newly created enterprises, from 2016 onwards; insufficient labour force and low qualifications; insufficient level of entrepreneurial culture in the area of business development and management; and frequent changes in the legal framework. Analyses of the annual reports on the implementation of the "PARE 1+1" programme⁹² have made it possible to identify these challenges and obstacles. Challenges also appear to have been encountered in other programmes. For example, **an impact assessment on the basis of post-financing monitoring of the Women in Business programme in 2019 revealed key challenges, highlighted by the target beneficiaries (through the prism of a DMD approach⁹³):**

- ▶ Lack of qualified staff and staff fluctuation;
- ▶ Insufficient financial resources to expand businesses;
- ▶ Limited market opportunities;
- ▶ Unfavourable wage policy;
- ▶ Information is dispersed, and it is challenging to find experts who could provide complex consultative support;

- ▶ Lack of well-regulated normative framework with respect to online sales and fiscal registration of cash receipts;
- ▶ The banking system is not flexible enough to respond to the needs of small entrepreneurs;
- ▶ Lack of cheap delivery mechanism.

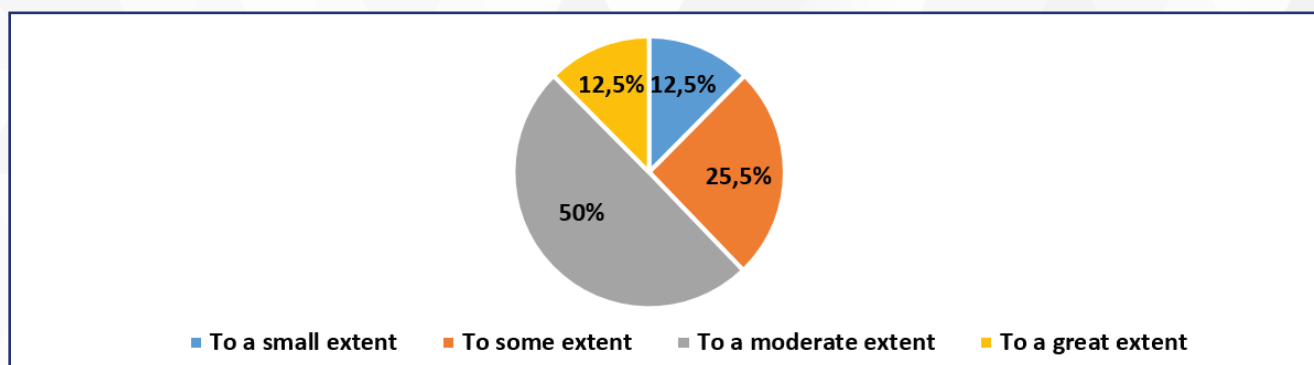
At the same time, the majority of respondents of the self-assessment questionnaires reported that they believe the Strategy's objectives over the past five years appear to be sustainable in the long run, to a moderate extent (as shown in Figure 9 below). Nonetheless, public authorities indicated that some areas require greater attention in the face of changes at the global level, such as:

- ▶ Digitisation of services provided for diaspora members and migrants
- ▶ Climate change and how this affects migration and diasporas
- ▶ Improvement of national systems for data collection on migration and diasporas
- ▶ Migration management in crisis situations
- ▶ Reintegration of returned migrants
- ▶ Capacity building of LPAs across the country to mainstream DMD into their local strategies
- ▶ Consolidation of the National Alliance of Hometown Associations

92 Activity Report of the Organisation for Support of Small and Medium Enterprises for 2020, ODIMM, Chişinău, 2021; Activity Report of the Organisation for Support of Small and Medium Enterprises for 2019, ODIMM, Chişinău, 2020.

93 Activity Report of the Organisation for Support of Small and Medium Enterprises for 2019, ODIMM, Chişinău, 2020.

Figure 9. Do the Strategy's Objectives over the past five years (2016–2021) appear sustainable in the long run?



Respondents from the diaspora highlighted that many programmes were launched, piloted and improved during this period. For example, as mentioned earlier, after the success of the PARE 1+1 programme, it was expanded with a new formula, that of 1+2. Other programmes also incorporated new stages, launched new target groups and were further replicated. With this in mind, 45.9% of diaspora members consider that the benefits of the 2016–2021 Strategy are likely to continue after the end of the Strategy implementation process in 2025, to a moderate degree. Other survey respondents gave the answer “to a small extent” (16.4%) or “to some extent” (23%).

Meanwhile, our analysis shows that programmes and partnerships based on the joint efforts of multiple stakeholders (the Government + LPAs + development partners + hometown associations) proved to be the most efficient and sustainable (e.g. DAR 1+3; MiDL; and DEH). Therefore, these types of partnerships have full potential to address the needs of all categories of migrants and diaspora members (potential, existing and returned). The experience of these programmes and partnerships indicates that joint efforts have been successful at political, institutional and legal levels in the development and scaling of efficient and sustainable support models

at the national level for stakeholders involved in migration processes.⁹⁴ An important aspect that contributes to the sustainability of the DEH programme is funding from both development partners (SDC) and the public budget. On the other hand, joint efforts on the basis of the 1+3 formula in the DAR programme significantly contribute to its sustainability and its positive impact on community development. Therefore, it would be sensible to assess the impact of current programmes (e.g. DAR 1+3 and PARE 1+1) for a better understanding of how to efficiently use resources in the future. Who benefits most? And how effective are programmes in addressing social and economic inequalities⁹⁵?

Finally, evidence indicates that programmes are still not designed in view of sustainability. The continuation of a programme only occurs after its implementation has run its course and if the necessary factors are in place, such as: a corresponding political terrain, availability of administrative capacities, access to funding and others. For example, the DEG, albeit regarded as highly successful, was operational only during the period 2017–2018 based on the availability of financing from the IOM Development Fund. This reality took its toll, and the programme was discontinued.

⁹⁴ UNDP. *Migration and Local Development (MiDL) project (Stage II; 2019–2022)*, details at: https://www.md.undp.org/content/moldova/ro/home/projects/MIDL_Project_2.html

⁹⁵ UNDP-IOM *Multi-Year Roadmap for Cooperation on Migration and Sustainable Development in Moldova, June 2021*, available at: https://www.md.undp.org/content/moldova/ro/home/presscenter/pressreleases/2021/pnud-_i-oim-promoveaz-opportuniti-egale-pentru-migranii-moldoveni.html

Evaluation

Framework conclusions

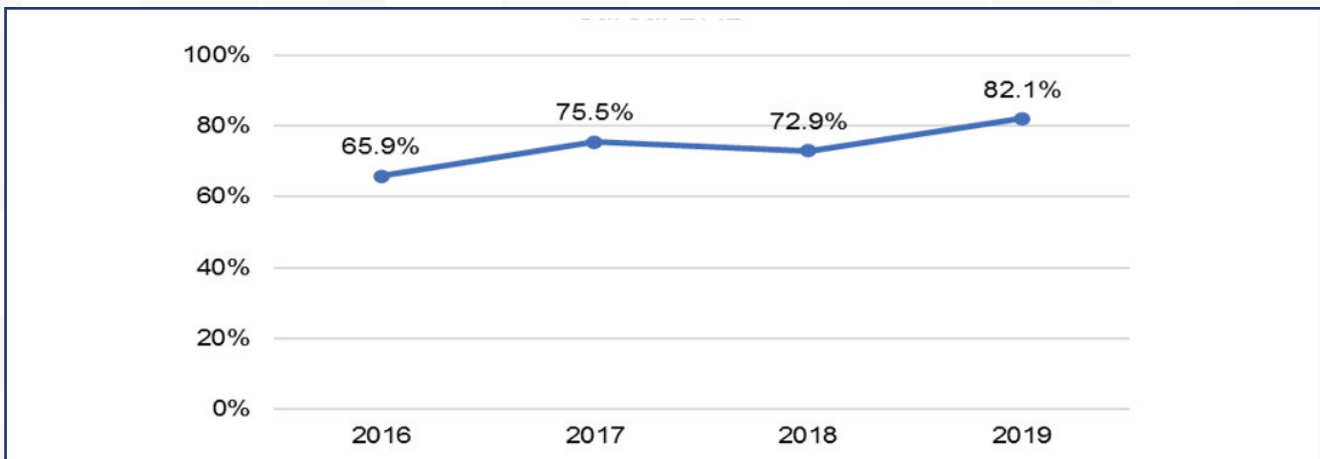
In the previous chapter, findings were presented on each of the five criteria separately. To be able to assess the Strategy as a whole, it is important to draw conclusions based on their aggregate assessment. At first glance, the data collected indicate that overall, the Strategy performs to a moderate extent on many of the criteria. Sustainability – the capacity to learn and adjust to fast-paced development – is the least performing, and yet this is crucial for the Strategy's improvement in times ahead. To this end, this chapter includes: a brief assessment of M&E indicators to elucidate data dynamics; a discussion of factors that are positively or

negatively influencing the implementation of the Strategy; and a review of the lessons learned.

Data dynamics

The analysed evidence⁹⁶ shows that relevant public authorities succeeded in increasing the share of sectoral policies at central level that have an impact on migration from 65.9% in 2016 to 82.1% in 2019 (see Figure 10). However, no data is available for 2020–2021 as the corresponding assessment report for this period is a work in progress.

Figure 10. Share of sectoral policies that have had an impact on migration (2016–2019)



Source: Toartă V. & Vremiş M. (2018). 'Guide with methodological instructions concerning the use of a participatory M&E policy framework in the area of DMD to measure implementation of integrated approach in this sense.' Developed within the joint project IOM/UNDP/Global Programme "Migration mainstreaming in National Development Strategies', Phase II, available at: https://brd.gov.md/sites/default/files/ghid_metodologic.pdf

⁹⁶ The quantitative analysis of data was based on the processing and assessment of statistical information submitted by DMD focal points at the level of central public authorities, in line with 15 indicators relevant to the Strategy's remit (Chapter 1 'Migration and Development', Chapter 4 'Management of returned migration, facilitation of (re-) integration and consolidation of the diaspora' and Chapter 5 'Framework of policies and programmes and civil dialogue with the diaspora' from 'M&E framework of national policies in the area of DMD').

This indicator exceeds the outcome indicators of the Diaspora-2025 Strategy in the sense that over 80% of policy documents had an impact on migration in 2019 (under *Objective 1: Drafting and developing the strategic and operational framework in the area of diaspora, migration and development.*)⁹⁷. However, it would be important to stress that two assessment reports on DMD impact conducted in 2020 and 2021⁹⁸ revealed that the data and information regarding this indicator was fragmented and incomplete. Some authorities only submitted data related directly to their remit, without sharing data that would be relevant to the area of DMD. Plus, there are still different interpretations of what is meant by the terms ‘impact on migration’ and ‘whole-of-government approach to DMD within sectoral policies’.

The data collected regarding selected indicators to trace tendencies in the implementation of the DMD framework from a quantitative perspective are summarised in the Table presented in Annex 4. A *slowdown in the process of implementation* can be observed in activities relevant to the Government’s DEH programme (indicator 5.7), in joint initiatives under partnerships created at the regional level of diaspora associations (indicator 5.8) and in the mechanism based on the mainstreaming principle in the area of (re-)integration at the central and local levels, including labour market reintegration.

Overall, the assessed data confirm positive dynamics in the implementation of the Diaspora-2025 Strategy in 2016, albeit with a degree of variability. As already mentioned, some of the requested data was either

unavailable or fragmented, particularly with regard to the period 2020–2021. An explanation for the lack or insufficiency of data could be linked to the COVID-19 pandemic and the disruption this caused to normal activity across relevant public authorities throughout that period. Similarly, the COVID-19 pandemic was probably a factor behind the decrease in value of some indicators for 2020–2021 (e.g. 1.13, 1.18, 1.9, 5.5), as the pandemic had a negative impact for Moldovan migrants and diaspora members, both in Moldova and across destination countries. Another prominent finding is the fact that some of the data submitted were not disaggregated by year. Furthermore, some of the public authorities that are referred to as ‘data sources’ in the Strategy have undergone internal reorganisation or reshuffles. This implies that the list of data sources in the Strategy implementation programme for 2022–2025 should be updated.

The analysis of the data collected with respect to the selected M&E indicators from the National Strategy also revealed that around 60% of them have been achieved or even significantly exceeded (e.g. indicators 1.1, 1.2, 1.3, 2.3, 2.4, 3.3, 4.2) – these data are presented in the table in Annex 5. At the same time, a *certain level of underperformance* can be detected with regard to the remaining 40% of indicators (e.g. 3.2, 4.1, 4.3, 4.4, 4.5). It is worth drawing attention to *the underperformance of those indicators related to harnessing the economic, investment and business potential of the diaspora* (e.g. not enough mechanisms tested for collective investments; insufficient programmes for supporting investments for social and rural enterprises; and too few editions of investment and economic forums).

97 GD No. 200 of 26 February 2016 on the approval of the Diaspora-2025 National Strategy and the Action Plan for 2016–2018 for its implementation, available at: https://www.legis.md/cautare/getResults?doc_id=91207&lang=ro

98 Toartă V. & Vremiş M. (2018). ‘Guide with methodological instructions concerning the use of a participatory M&E policy framework in the area of DMD to measure implementation of integrated approach in this sense.’ Developed within the joint project IOM/UNDP/Global Programme ‘Migration mainstreaming in National Development Strategies’, Phase II, available at: https://brd.gov.md/sites/default/files/ghid_metodologic.pdf; Burdelnii E. (2021). Final Report. Analyses of the level of efficiency of policies in the area of Diaspora, Migration and Development (DMD) during the period 2016–2020 and impact of its implementation on the diaspora, Chişinău.

Influencing factors

To understand and interpret our findings it is important to map out the *internal and external factors* that contributed between 2016 and 2021 towards the achievement of expected results. Some of them were conducive to attaining set objectives, whereas others hampered this process.

Diaspora leaders and public authorities have listed the top five *internal factors* (presented in Table 10) that were conducive to obtaining results during that five-year period. For two of those factors (highlighted in the table) both stakeholders and beneficiaries of the Strategy indicated that an effective regulatory framework combined with a strong political commitment is the key to achieving expected outcomes.

Table 10. Internal factors that were conducive to obtaining results under the Strategy during the period 2016–2021 (presented according to their ranking)

Nr	Diaspora	Autoritățile publice
1	Effective involvement of civil society organisations, diaspora associations and the media (participatory approach)	Effective cross-sectoral and intra-governmental coordination, including between central and local levels (the “whole-of-government approach”)
2	Strong political will, openness and commitment in supporting the implementation of the Strategy	Strong political leadership, openness and commitment in supporting the implementation of the Strategy
3	Effective legislative and regulatory framework in the field of diaspora, migration and development	Effective legislative and normative framework in the area of diaspora, migration and development
4	Adequate budget availability	Effective engagement with CSOs, diaspora associations and mass-media (participatory approach)
5	The degree of correspondence and the cost-effectiveness ratio between the priority actions, practical actions, terms of achievement and progress indicators established within the Strategy.	Adequate budget availability

On the one hand, diaspora leaders affirmed that it is important to take into consideration the degree of correspondence and the cost-effectiveness ratio between the priority actions, practical actions, terms of achievement and progress indicators established within the Strategy. On the other hand, for public authorities, the “whole-of-government approach” is of the utmost importance, meaning effective cross-sectoral and intra-governmental coordination, including between

central and local levels. In terms of importance, 39.7% of diaspora respondents indicated that the participatory approach is most essential. This factor was highlighted by national actors as well, but to a lesser degree, which is only natural: in order to push for a participatory approach in policy making, one needs to first embrace the whole-of-government approach. Not surprisingly, both parties indicated that dialogue between all parties involved in the Strategy, from stakeholders to beneficiaries,

should be improved. As the policy literature⁹⁹ indicates, this can be done both top-down from the central level (government) or bottom-up from diaspora groups seeking to influence the implementation of specific programmes/projects/activities.

As for the *external factors*, both diaspora representatives and national authorities emphasised that the Strategy benefitted from the combination of: strong support from international partners and donors as well as high momentum for reforms in this area, demanded by diaspora associations and hometown associations. In addition, public institutions reported having noticed a positive turn of events, which created a window of opportunity for the implementation of the Strategy, namely the availability of diaspora members for engagement practices and the openness of Moldovan Embassies. This

observation is extremely valuable because a multiplication of such “policy windows”¹⁰⁰ could improve the performance of the Strategy overall. As explained in the public policy literature¹⁰¹, such a phenomenon takes place when there is a perceived alignment between political conditions, a specific problem to be addressed and the existence of a policy idea that leads to the generation of a solution. For this to materialise, actors, inside and outside of government, such as diaspora leaders and embassies, need to work closely together.

At the same time, careful attention must be paid to the *factors that hampered* the Strategy’s prospect of attaining expected results, both internally and externally. Table 11 below summarises the ranking of *internal factors* that were said to have slowed down the implementation of the Strategy.

Table 11. Internal factors that hampered the achievement of expected outcomes during the period 2016–2021 (presented according to their ranking)

No	Diaspora leaders	Public authorities
1	Insufficient budgetary coverage	Under-developed technical capacities (operational, analytical, data collection, M&E, schedule overload, etc.)
2	Lack of clarity in understanding an authority’s mandate in the area of DMD	Restructure and reorganisation within the Government
3	Inconsistency between objectives, priority actions, practical actions, established deadlines and progress indicators within the Strategy	High staff turnover within relevant public authorities
4	Restructure and reorganisation within the Government	Lack of clarity in understanding an authority’s mandate in the area of DMD
5	Insufficient political commitment and institutional accountability to support the implementation of the Strategy	Insufficient budgetary coverage

99 Rietbergen-McCracken, J. (2017). *Participatory policy making*. World Alliance for Citizen Participation.

100 In his leading book, *Agendas, Alternatives, and Public Policies*, John Kingdon (1984/2011) developed a “process streams” model of policymaking where he explained the importance of “policy windows”.

101 Kingdon, J. W. and Stano, E. (1984). *Agendas, alternatives, and public policies* (Vol. 45, pp. 165-169). Boston: Little, Brown.

Table 11. Internal factors that hampered the achievement of expected outcomes during the period 2016–2021 (presented according to their ranking)

6	Insufficient engagement with diaspora associations, hometown associations, CSOs, migrants’ businesses, etc. (participatory approach)	Insufficient engagement with diaspora associations, hometown associations, CSOs, migrants’ businesses, etc. (participatory approach)
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As can be seen, four internal factors were cited by both diaspora leaders and public authorities (highlighted in the Table). The fact that low engagement between stakeholders and beneficiaries of the policy document was included among these hampering factors reiterates the earlier conclusion regarding the benefits that a participatory approach has to offer. Public policy research¹⁰² explains that, in this regard, designing tools for active participation, in a consistent manner, can lead to policy continuity and create impact, because the Government offers gateways for citizens to help set up the policy agenda as well as shape that policy, while the final decision-making power rests with the Government. It is worth mentioning that one factor has been classified as both conducive to attaining results and hampering for the Strategy: budgetary availability (which can be adequate or insufficient).

According to responses given in the self-assessment questionnaires, *external factors* that most hindered the achievement of expected outcomes (2016–2021) included the impact of the COVID-19 pandemic and the apathy, non-engagement and non-responsiveness of certain diaspora members. For diaspora leaders, a factor that needs to be considered for facilitating progress is the further involvement of the country’s development partners. Finally, 71.9% of respondents (both stakeholders and diaspora leaders) indicated that political instability and volatility is not conducive to obtaining expected results.

Although this factor is internal in nature, it can also be perceived as external: when hostile, it becomes an external environment that restricts the development of a policy. As economists explain¹⁰³, an unstable political environment reduces investments which are necessary for the economic development of a country. However, it is important to be mindful of the fact that political stability does not necessarily lead to high-end performance. Although a more stable political environment can be more attractive for foreign investment, it can also be detrimental as certain processes in society may suffer due to complacency, lack of competition or opacity (as is the case with a one-party state or a coalition of parties in office for a long time). At the same time, as research indicates¹⁰⁴, political instability has the capacity to reduce decisionmakers’ horizons, leading to suboptimal policy performance, because it may steer them towards frequently switching policies or changing direction in their implementation.

Lessons learned

Besides mapping out the external and internal factors, as discussed in the previous section, data analysis has also made it possible to delineate the lessons learned by both stakeholders and beneficiaries of the Diaspora-2025 Strategy. For example, stakeholders learned that:

- ▶ The DMD coordination mechanism on pub-

¹⁰² Rietbergen-McCracken, J. (2017). *Ibid.*

¹⁰³ Hussain, Z. (2014). *Can political stability hurt economic growth?* Available at: <https://blogs.worldbank.org/endpovertyinsouthasia/can-political-stability-hurt-economic-growth>

¹⁰⁴ Aisen, A. and Veiga, F. J. (2013). *How does political instability affect economic growth?* *European Journal of Political Economy*, 29, pp. 151-167.

lic policies is central for the relationship between inputs and outputs, timely and cost-effective implementation and delivering results according to expected standards.

- ▶ A policy can be as efficient as active and stable the focal points responsible for DMD are.
- ▶ Scientific analysis of data on migration, with a case study on Moldova, should be a prerequisite for evidence-based policy development.
- ▶ Digitising the mechanisms for DMD monitoring through online systems is key to the modernisation of public policy processes in Moldova.
- ▶ Having the diaspora as a partner for local public authorities generates socio-economic benefits for the country.

Meanwhile, the lessons learned by diaspora representatives have a different focus:

- ▶ Policy change happens when stakeholders mobilise an entire society, not only the diaspora.
- ▶ To feel and measure impact, more time is needed as not every actor involved has managed to reap benefits.
- ▶ A policy's performance is dependent on a common vision among both stakeholders and beneficiaries.
- ▶ The variety and clarity of products offered to the diaspora (through the different programmes) is successful when the approach is systemic and consistent.
- ▶ The diaspora has different resources, besides remittances, to contribute to the country's development and needs to do so within a framework.
- ▶ Opportunities for dialogue offered by stakeholders contributes to the diaspora's active role and improves the country's image.

Conclusions

When it comes to DMD, Moldova has improved massively. Until 2005, only about 30 countries had institutions dedicated specifically to diaspora matters; today such institutions have become a crucial component of policy making and shaping in migration-related affairs¹⁰⁵. In this sense, Moldova has prioritised its commitment to DMD by developing the Bureau of Relations with Diaspora, which coordinates state policies and builds bridges with Moldovan migrants. It is also seen as good practice to develop strategies and mechanisms of cooperation on diaspora affairs, not least because it follows the global practice of including both central and local authorities, development partners and – more recently – diaspora professionals.

It is worth highlighting that Moldovan public authorities managed to increase the share of sectoral policies that have had an impact on migration to 82.1% in the period under evaluation (2016–2019.) Overall, it looks like there are positive dynamics in the implementation of the DMD framework and Diaspora-2025 National Strategy as approximately 60% of mid-term results indicators have been achieved. At the same time, COVID-19 had a negative impact on the coherence of collected data, especially for the period 2020–2021. This led to a decrease in value in some DMD related indicators (e.g. 1.13, 1.18, 1.9, 5.5). In addition, a slowdown in the process of implementation of some governmental programmes has been observed.

Meanwhile, the profile of the Moldovan diaspora has evolved. Firstly, Moldovan migrants are known for their economic contribution; on a yearly basis they send \$1.9

¹⁰⁵ Gamlen, A. (2019). *Human Geopolitics: States, Emigrants, and the Rise of Diaspora Institutions*. Oxford University Press; Gamlen, A., Cummings, M. E. and Vaaler, P. M. (2019). *Explaining the rise of diaspora institutions*. *Journal of Ethnic and Migration Studies*, 45(4), pp. 492-516.

billion in remittances (equal to 15.8% GDP)¹⁰⁶. Secondly, their power recently became more visible during elections as diaspora members¹⁰⁷ became significant in determining the outcome of elections by exercising their rights. And thirdly, diaspora involvement in improving democratic processes in Moldova – through the creation of initiative groups, communities and NGOs – helps national stakeholders to better manage the challenges that the country faces. Examples of such diaspora diplomacy are: the activity of the platforms Diaspora Connect¹⁰⁸ and O Femeie¹⁰⁹, of the initiative group Moldova4EU Diaspora Task Force¹¹⁰ and of the members of the Noroc Olanda Foundation¹¹¹, AIM France¹¹² and MAD-Aid¹¹³. These are just a few of the many existing cases where diaspora groups are transferring their know-how to stakeholders at home, most of the time pro bono.

Therefore, the lack of data or insufficient communication could be by far the biggest hindrance to engagement with diaspora because these are the very tools that enable effective policymaking and development. Limited communication often leads to selective engagement, which does not empower diaspora communities. Digital communication could be the key to bridging the communication gap in effective diaspora engagement. As research conducted by the EU

Global Diaspora Facility (EUDiF)¹¹⁴ shows, to properly engage diasporas, there is a need to create targeted communication channels and content for and by the diaspora, in addition to developing communication targeted at diaspora resources and skills mobilisation.

Against such a background, and the fact that there is particular underperformance of those indicators from the “Moldova-2025” National Strategy that relate to harnessing economic, investment and business potential of the diaspora in combination with underperformance of the sustainability criteria, a forward-looking capacity needs to be embraced. In this context, both national actors and diaspora leaders consider that the Strategy’s objectives require more in-depth focus (in the period until 2025) on the following two objectives:

- ▶ Objective 3: “To mobilise, harness and recognise the diaspora’s human potential”
- ▶ Objective 4: “To engage diaspora members directly and indirectly in the sustainable economic development of the Republic of Moldova”

To attain the above-mentioned objectives, less focus could be dedicated to the following objective:

- ▶ Objective 2: “To ensure the diaspora’s rights and to build trust”

106 World Bank data (2020). Retrieved from <https://data.worldbank.org/indicator/BX.TRF.PWKR.DT.GD.ZS>.

107 MFAEI (2021). Data on the size of the Moldovan diaspora; available at: https://mfa.gov.md/sites/default/files/propunerile_maeie_privind_constituirea_celor_191_de_sectii_de_votare.pdf

108 <https://diasporacconnect.md/>

109 <https://ofemeie.com/>

110 <https://www.igovernance.eu/moldova4eu-diaspora-task-force>

111 <https://www.facebook.com/NorocOlanda>

112 <https://www.facebook.com/AIMParisFrance>

113 <https://www.mad-aid.org.uk/>

114 Shabaka (2021). *Diaspora Engagement in Times of Crisis. EUDiF case study*, Brussels: ICMFD, available at: <https://diasporaforddevelopment.eu/library/diaspora-engagement-in-time-of-crisis/>

Finally, the last stage of implementation of the Strategy needs to align with the migration and diaspora related challenges that are addressed in the development objectives of the “European Moldova 2030” National Development Strategy 115 and specifically with the four sub-priorities included under Priority Area 5.7 (“Support and involvement of the diaspora”) 116:

- ▶ Fostering transfer of knowledge and competencies of the diaspora and migrants through establishing partnerships between central public authorities, local public authorities, communities, the diaspora and hometown associations.
- ▶ Efficient reintegration of persons returned from abroad and harnessing diaspora potential in terms of skills and qualifications through the development of stimulating tools for start-up businesses as well as by providing transferability of benefits and recognition of acquired knowledge and skills.
- ▶ Fostering new modalities of lifelong learning in public services through providing technical support on behalf of professionals from the diaspora.
- ▶ Implementing digital tools and mechanisms of diaspora engagement in civic and public participation.

115 National Development Strategy ‘European Moldova 2030’, available at <https://gov.md/ro/moldova2030>

116 Ibid.

Recommendations

Based on the findings presented and discussed in Chapters 3 and 4 of this report, a list of suggestions for the last phase of implementation of the Diaspora-2025 Strategy has been drafted. These suggestions serve as recommendations in developing the following sectoral programme, which is forward-thinking and backward-looking at the same time, and which takes into consideration the need for flexibility and adaptability in the Strategy to respond to the fast-paced evolution of relations within the Moldovan diaspora.

The compiled list of recommendations below has been structured according to categories, as determined by the collected and analysed data.

5.1. Regulatory framework

- ▶ To adjust the Strategy according to Government Decision (GD) No. 386 (July 2020)¹¹⁷, the last phase of implementation needs to be transformed into a programme, in the form of a medium-term policy document. In this regard, BRD should elaborate on:
 - ▶ how the programme will contribute to achieving the objectives of the Strategy, the proposed implementation period and the parties involved in developing the programme (introduction);
 - ▶ the problems in the field or subfield of activity and their causes, including a description of the possible consequences in case of non-intervention in solving these problems and their impact on the most affected vulnerable groups, using quantitative and qualitative evidence (analysis of the situation);
 - ▶ the expected results in the field or subfield of activity, derived from the objectives and priority directions of the Strategy (the general objectives);
 - ▶ the specific and measurable expected results derived from the general objectives of the programme (specific objectives);
 - ▶ medium-term effects resulting from programme implementation (impact);
 - ▶ estimation of the financial and non-financial resources necessary for the implementation of each specific objective separately, in accordance with the provisions of the Medium-term Budgetary Framework (costs);
 - ▶ the anticipated risks and measures to reduce or remove them (implementation risks);
 - ▶ the stakeholders responsible or contributing to the implementation of the programme, as well as other parties involved in its implementation (responsible authorities/institutions);
 - ▶ M&E methods, the public authorities/institutions responsible for reporting and the cycle of monitoring, evaluation and reporting (reporting procedures).

¹¹⁷ GD No. 386/2020 regarding the planning, development, approval, implementation, monitoring and evaluation of public policy documents.

- ▶ To this end, BRD should be more methodical, namely by:
 - ▷ defining a Monitoring, Evaluation and Learning Framework (MEL) which gives all stakeholders the opportunity to obtain a rapid response even when indicators are far from achieving the targets (consider using a dashboard or scorecard);
 - ▷ developing the MEL framework to capture key findings and recommendations, including monthly, quarterly, semi-annual or annual reporting to help in the impact assessment of relevant sectoral policy documents;
 - ▷ formulating progress indicators more effectively so as to combine quantitative and qualitative indicators, thereby ensuring more efficient capture and quantification of the results and impacts of implemented activities;
 - ▷ promoting more data disaggregation where possible (*e.g.* disaggregation by sex, age, etc.) for more visibility into how BRD targets and impacts certain categories of beneficiaries (*e.g.* women, youth) in its activities of monitoring progress towards specific indicators (such as gender equality); moreover, disaggregated data will allow policy makers to assess the situation and develop appropriate, evidence-based responses and policies, to track changes and take corrective actions if necessary;
 - ▷ creating a coherent and robust M&E mechanism for the Strategy's mid-term and long-term impact to better understand its direct and spin-off effects under various contexts;
 - ▷ updating the M&E framework (M&E indicators), in particular with respect to institutional data sources, given multiple changes in the organigram of the Government and shifting diaspora-related mandates of some public authorities;
- ▶ prioritising progress indicators based on impact duration, *e.g.* short-, medium- and long term;
- ▶ introducing indicators to measure impact of activities from the perspective of "value for money";
- ▶ developing methodological instruments for assessment of results, outcomes and impact of policies, strategies and programmes;
- ▶ clearly defining the roles and responsibilities of all stakeholders involved in the DMD framework;
- ▶ aligning activities with international challenges and in this sense covering more areas, such as: climate change, green economy, digitalisation, quality of education, poverty reduction, health and well-being.

5.2. Programmatic framework

- ▶ To reconceptualise programmes, partnerships and projects in the area of DMD from the perspective of their adjustment to the changing requirements, needs and migration behaviour of diaspora members, including at the local level; it is recommendable to design short-term programmes to allow "quick wins", in addition to long-term, multi-annual ones.
- ▶ Develop programmes that favour inputs in the area of climate change, energy efficiency, green economy and rural tourism, starting with a more profound analysis of the impact of migration on the environment and agriculture, and integrating diaspora technical expertise into environmental policies developed by relevant public authorities.
- ▶ Improve the M&E mechanism to assess the impact of projects and partnerships in

the area of DMD, which would be based, among others, on long-term observations.

- ▶ Further develop programmes on the professional reintegration of returned diaspora members and support them in skills development (specifically in the area of health and education).
- ▶ Diversify DEH components to differentiate between education, culture and language centre components.
- ▶ Introduce a separate programme on diaspora capacity building to respond to the existing needs of the growing number of diaspora associations.
- ▶ Create incentives to attract highly skilled diaspora members and, in this way, deliver better results with regard to *Objective 3*: to mobilise, harness and recognise diaspora human capital (e.g. redesigning and re-launching the Diaspora Excellence Group; creating thematic task forces to assist the Government).
- ▶ Extend, diversify and finance more programmes dedicated to the involvement and economic (re)integration of diaspora representatives and thus achieve a higher impact on *Objective 4*: to engage diaspora members directly and indirectly in the sustainable economic development of Moldova. This can be done by developing additional economic programmes for the diaspora (complementary to PARE 1+1 and DAR 1+3), in particular for small entrepreneurs and including services.

5.3. Evidence-based policy making

- ▶ More efficient use of evidence-based policy making through improving national systems of data collection on migration and diaspora, including at the local level. In this sense, BRD should:

- ▶ conduct routine needs assessments for both diaspora and state institutions;
- ▶ enhance the process of data disaggregation e.g. better analysis of diaspora needs (economic, degree of integration in the host country, degree of collaboration with public authorities from Moldova, etc.);
- ▶ improve social media management practices in a way that facilitates data collection;
- ▶ develop and make use of consultation instruments to communicate effectively with the diaspora and other relevant stakeholders;
- ▶ regularly conduct mapping exercises on the diaspora (e.g. cities where Moldovan citizens are residing abroad, not just the destination countries, and diaspora related programmes/projects and partnerships);
- ▶ integrate the mechanisms of monitoring DMD local focal points by creating an online system to submit progress and annual reports with respect to result indicators from the Diaspora-2025 Strategy; this, in turn, would keep local focal points accountable;
- ▶ ensure transparency by making reports on indicators from focal points visible for the diaspora, development partners and civil society;
- ▶ provide the BRD team with research and development know-how in order to produce a repository of studies on DMD;
- ▶ develop an efficient research framework in the area of DMD with the involvement of public authorities, diaspora, academia and civil society;
- ▶ consider implementing one-pagers and policy briefs, while maintaining a jargon-free approach in communications with various stakeholder groups (this can be done with the diaspora's involvement).

5.4. Institutional framework

- ▶ To improve the governance structure of the migration sector in Moldova, BRD should strengthen the institutional framework in the following ways:
 - ▶ enhance the existing mechanism for inter-institutional collaboration on diaspora matters on a continuous basis, e.g. by regularly updating the list of responsible persons at the central and local levels, defining their roles and pushing for their active engagement;
 - ▶ reduce the overlap of mandates between BRD and other stakeholders dealing with migration (e.g. MLSP); this can be done during agenda-setting through division of labour among stakeholders (tasks, responsibilities, etc.);
 - ▶ specifically improve the coordination mechanism at the level of local public authorities, in particular the DMD Local Committee;
 - ▶ consider creating consultative councils on various topics that would involve diaspora members (such as an Administrative Council, Ministry-Diaspora councils and a Government-Diaspora Council);
 - ▶ develop the BRD's M&E practices (a mechanism is needed which provides quarterly evidence at the level of activities, but also at the level of strategic planning);
 - ▶ develop a data-informed approach in the activities of BRD to prevent a fragmented approach vis-à-vis the Strategy (it is essential to identify problems and decide how to set priorities and provide solutions based on evidence);
 - ▶ conduct additional outreach, awareness and communication activities for stakeholders with respect to the nature of the criteria to clearly define DMD related concepts, e.g. 'diaspora', 'migration impact' and 'DMD mainstreaming in sectoral policies';
- ▶ consider designing capacity-building programmes such as:
 - ▶ Data literacy and data governance;
 - ▶ Partnerships and inter-institutional collaboration;
 - ▶ Effective communication tools (including social media).
- ▶ At the same time, this governance structure relies on the involvement of all stakeholders (discussed in Chapter 2, section 2.1.) who should:
 - ▶ improve the inter-institutional cooperation on diaspora matters in a systemic way;
 - ▶ recruit at least one extra staff member for local focal points, both at the decision making and the technical levels, with clear definition of their roles, formalised in their job descriptions;
 - ▶ clearly define leadership roles in various initiatives to avoid shifting responsibilities or assuming a leading role on the initiative designed by another the institutions (e.g. Presidency versus Ministry of Foreign Affairs versus Ministry of Education);
 - ▶ invest in designing a human resource strategy that factors in the high fluctuation of staff in order to ensure that DMD focal points are always staffed;
 - ▶ develop more effective communication practices on diaspora matters at each institution, in coordination with BRD.

5.5. Information management

- ▶ To strengthen the overall performance of the Strategy, on all evaluation criteria, BRD should invest in developing an information management system that takes into con-

sideration the following aims:

- ▶ increased investment in informing diaspora representatives about the components of the Strategy;
- ▶ boost communication about the Bureau's activity in relation to the objectives and results of the Strategy, including details about the stakeholders involved and the local focal points;
- ▶ avoid using communication channels in a 'monologue' style, and instead ensure a two-way-street style of communication, especially with diaspora representatives;
- ▶ create practices for acquiring information that avoid repetition and loss of time (certain stakeholders, indirectly involved in the implementation of the Strategy, are often asked to provide the same piece of information from a plethora of institutions, whereas they should only be delivering that information once to their line ministry);
- ▶ disseminate information using jargon-free language regarding Government Decisions that are directly related to the diaspora;
- ▶ reduce the practice of sending formal letters between public institutions (this only hampers the circulation of information in real time);
- ▶ design concrete tools for developing digital communities;
- ▶ maintain and use data bases beyond a list of contacts, for networking, advocacy, research and development needs;
- ▶ promote strategic communication and a coherent narrative in the process of communication with the diaspora, e.g. design and promote targeted communication messages depending on audience profile (labour migrants, highly skilled migrants, etc.) and identify new information sources;
- ▶ diversify communication channels and adapt narratives to the format of that specific channel;
- ▶ improve the visibility of BRD and of the Strategy and its relevant programmes by diversifying promotion techniques (e.g. work with diaspora leaders and influencers in their communities, use infographics and short promotional videos, create partnerships with the diaspora that address the communication needs of the Bureau, cooperate with focal points at the central and local levels, etc.);
- ▶ facilitate the leverage of diaspora expertise and their involvement in decision-making processes.

5.6. Participatory approach

- ▶ The importance of a participatory approach has been emphasised by all stakeholders and beneficiaries. To add to the whole-of-government approach, a top-down participatory approach is of utmost importance. To achieve this, BRD and other national stakeholders should:
 - ▶ include diaspora representatives (academia, private and business environment, diaspora association leaders) as well as civil society in the different stages of policymaking;
 - ▶ make use of the diaspora's professional expertise and know-how, e.g. by including them in the strategic thinking of the programmatic framework, by acquiring their services (consultancy, product development, etc.), by involving them in M&E activities and by coorganising activities with them, etc.;
 - ▶ consider participatory research frameworks, so that all relevant stakeholders are part of co-creation in terms of methods, tools, findings,

recommendations and a greater sense of ownership of the process and results;

- ▶ consult stakeholders and beneficiaries to give them the opportunity to interact and provide feedback (e.g. focus groups, surveys, round tables, forums, opinion polls, etc.);
- ▶ develop active participation tools for more continuous consultation such as advisory committees, citizens' panels, interest group representatives and other tools;
- ▶ transfer control over decision-making and resources to diaspora members and in this way empower them – the organisation of the Diaspora Congress 2021 set a precedent;
- ▶ initiate joint ownership policymaking by involving the diaspora in agenda-setting and/or agenda-shaping and by providing policy alternatives – such policy-owning practices would promote broader public engagement and allow beneficiaries to co-create policy instruments alongside stakeholders, with the understanding that the final decision rests with the Government (e.g. joint working groups, citizens' forums, strategic dialogue events, consensus conferences and others);
- ▶ support the diaspora's efforts in advocacy across EU member states in particular, on issues pertaining to EU integration and Moldova's candidate status.

5.7. Financial sustainability

Given Moldova's dire economic situation, both internally and geopolitically, recommendations for financial sustainability are more pragmatic in nature. National stakeholders are advised to:

- ▶ Seize the opportunities given by donors beyond grants by embracing a partnership mentality and pitching solutions according to a needs assessment framework and in alignment with existing capacities.
- ▶ Diversify financial capacities for diaspora affairs by codeveloping programmes with diaspora representatives, where each party shares responsibilities and the financial burden.
- ▶ Invest in networking events with diaspora members to identify non-traditional actors in DMD, e.g. investors. In this way, diaspora representatives can increase investment flows between two countries as they can help identify investment opportunities and facilitate conformity with regulatory requirements.
- ▶ Create tools through which the diaspora can boost the availability of market information essential for trade by helping Moldovan exporters find buyers, improve their knowledge of the market and comply with government requirements and market standards.
- ▶ Conduct a feasibility study to research diaspora investment funds as a tool, a widespread model in the case of African countries¹¹⁸ who struggle to attract investments otherwise, through which regional or mutual funds are attracted from wealthy African migrants.

118 For example, the Liberian Diaspora Social Investment Fund, the Rwandan Diaspora Mutual Fund and the Zambia First Investment Fund.

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Annexes

Annex 1

List of selected indicators from M&E framework of national policies in the area of DMD used for quantitative data analyses (2016–2021)

No.	Indicator	Unit of measure	Objective/activity from public policy document	Data source	Target (2025)
1.13	Number of recognised educational acts and qualifications obtained abroad	Cifra absolută, Total	<i>Diaspora-2025 Strategy, Objective 3: "To mobilise, harness and recognise the diaspora's human potential"; activity 3.4.: "To facilitate the procedure for remote recognition of academic and professional qualifications"</i>	Ministry of Education	
1.18	Number of capacity-building training sessions organised for diaspora associations	Cifra absolută, Total	<i>Diaspora-2025 Strategy, Objective 3: "To mobilise, harness and recognise the diaspora's human potential"; activity 3.1.: "To enhance the capacities of diaspora associations, communities and networks of excellence", sub-action 3.1.1.</i>	Bureau for Relations with Diaspora	
1.19	Number of beneficiaries of capacity-building training sessions organised for diaspora associations	Absolute figure, total number of beneficiaries	<i>Diaspora-2025 Strategy, Objective 3: "To mobilise, harness and recognise the diaspora's human potential"; activity 3.1.: "To enhance the capacities of diaspora associations, communities and networks of excellence", sub-action 3.1.1.</i>	Bureau for Relations with Diaspora	
4.4	Number of persons who benefited from protection and support from MDOC in crisis situations based on mechanism of providing emergency support	Absolute figure, total	<i>Diaspora-2025 Strategy, Objective 2: "To ensure the rights of diaspora members and to build trust"; activity 2.2.: "To protect and support diaspora members in crisis situations", sub-action 2.2.1.</i>	Ministry of Foreign Affairs and European Integration,	
4.5	Number of reintegration centres for migrants established at the local level	Absolute figure, total	<i>Diaspora-2025 Strategy, Objective 2: "To ensure the rights of diaspora members and to build trust"; activity 2.1.: "To keep diaspora members informed throughout the entire migration cycle (before leaving, during stay abroad and when returning)"</i>	Bureau for Relations with Diaspora	50% of beneficiaries have access to qualitative information
4.6	Number of unique visitors of electronic platforms dedicated to informing diaspora members	Absolute figure, total	<i>Diaspora-2025 Strategy, Objective 3: "To mobilise, harness and recognise the diaspora's human potential": activity 3.1.: "To enhance the capacities of diaspora associations, communities and networks of excellence"</i>	National Employment Agency, Bureau for Relations with Diaspora	

No.	Indicator	Unit of measure	Objective/activity from public policy document	Data source	Target (2025)
5.1.	Share of sectoral policies that have migration impact (%)	Total percentage	<i>Diaspora-2025 Strategy, Objective 1: "To draft and develop the strategic and operational framework for the area of diaspora, migration and development"; activity 1.2.: "To develop an integrated approach to the area of diaspora, migration and development at the level of central public authorities, and to extend it to the local level"</i>	Bureau for Relations with Diaspora	80%
5.4.	Number of programmes designed to harness skills acquired during the process of migration, aimed at developing business and communities, including: PARE 1+1 PNAET (finalised in 2017) Women in Business Efficient business management (EBM) START for Young People Reintegration on return	Absolute figure, total number of programmes and beneficiaries	<i>Action Plan for 2016–2020, National Strategy on Migration, Priority II "Legal Migration", sub-priority C, specific objective 19, action 4</i>	Organisation for Support of Small and Medium Enterprises	
5.5	Number of continuous training programmes designed to address the needs of citizens of the Republic of Moldova returned from abroad, including: Programme: PARE 1+1 (approved investment programmes); PNAET (finalised in 2017) (trained persons); Women in business (trained persons and approved investment projects); Efficient business management (EBM) (trained persons); START for young people (trained persons and approved investment projects).	Absolute figure, total number of programmes and beneficiaries	<i>Action Plan for 2017–2020 for (re) integration of citizens of the Republic of Moldova returned from abroad, Objective 2: "Social (re)integration of citizens of the Republic of Moldova returned from abroad"; activity 2.2.: "Diversification of active and passive measures of labour force employment", sub-activity 2.2.2.</i>	Organisation for Support of Small and Medium Enterprises	
5.6	Number of persons integrated and reintegrated through the mainstreaming mechanism at the central and local level Reintegrated into the labour market	Absolute figure, total	<i>Action Plan for 2016–2020, National Strategy on Migration, Priority II "Legal Migration", sub-priority C, specific objective 18, action 2</i>	National Employment Agency	2018 – increase of 20%

No.	Indicator	Unit of measure	Objective/activity from public policy document	Data source	Target (2025)
5.7	Number of projects implemented as part of the "Diaspora Engagement Hub" programme	Absolute figure, total number of projects and beneficiaries	Action Plan of the State Chancellery 2017, sub-programme: "Support to Diaspora"; Objective 44: "Mobilisation, harnessing and recognition of diaspora human potential", activity 137	Bureau for Relations with Diaspora	
5.8	Number of joint initiatives implemented as part of partnerships created at the regional level of diaspora associations	Absolute figure, total number of initiatives and beneficiaries	Diaspora-2025 Strategy, Objective 3: "To mobilise, harness and recognise diaspora's human potential", activity 3.1.: "To enhance the capacities of diaspora associations, communities and networks of excellence", sub-action 3.1.6.	Bureau for Relations with Diaspora	
5.9	Number of funded diaspora initiatives	Absolute figure, total number of initiatives and beneficiaries	Diaspora-2025 Strategy, Objective 4: "To engage diaspora directly and indirectly in the sustainable economic development of the Republic of Moldova"; activity 4.1: "To facilitate the establishment of mechanisms for collective savings and investments", sub-activity 4.1.2.	Bureau for Relations with Diaspora	
5.13	Number of Diaspora Excellence Groups operational	Absolute figure, total	Action Plan of the State Chancellery 2017, Sub-programme "Support to Diaspora"; Objective 44: "Mobilisation, harnessing and recognition of diaspora human potential", activity 138	Bureau for Relations with Diaspora	5
5.14	Number of proposals of public policies developed by Diaspora Excellence Groups	Total number of proposals developed and implemented	Action Plan of the State Chancellery 2017, Sub-programme "Support to Diaspora"; Objective 44: "Mobilisation, harnessing and recognition of diaspora human potential", activity 138	Bureau for Relations with Diaspora	5

Annex 2

List of selected M&E indicators from the Diaspora-2025 National Strategy

No	Mid-term monitoring and evaluation indicators	Benchmark	Data source	Target (by 2025)
Objective 1. To draft and develop the strategic and operational framework for the area of diaspora, migration and development				
1.1	Number of trained employees of the Bureau for Diaspora Relations	8 certificates for the employees of the Bureau for Diaspora Relations at the training workshop (1-2 October 2015)	Bureau for Relations with Diaspora	
	Number of developed and implemented concepts and policies	18 concepts developed 2013–2015	Bureau for Relations with Diaspora	
1.2	Persons appointed as responsible for the area of diaspora, migration and development at the national and local levels	34 national authorities tackled migration in an integrated manner in 2015; 0 persons at the local level	Bureau for Relations with Diaspora	
1.3.	Persons responsible for policies and actions for and with diaspora involvement trained at the national and local levels	35 certificates for persons from central public administration attended the training workshop (1-2 October 2015)	Bureau for Relations with Diaspora	
Objective 2. To ensure the rights of diaspora members and to build trust				
2.3.	Negotiated and signed social security agreements	11 social security agreements signed with countries of destination of migrant workers (2015)	Ministry of Labour and Social Protection	
2.4.	Implemented programmes dedicated to diaspora	3 editions of the DOR programme fulfilled; 52 cultural events supported during 2013–2015	Bureau for Relations with Diaspora	
Objective 3. To mobilise, harness and recognise the diaspora's human potential				
3.2.	Implemented events of diaspora consolidation	2 editions of Diaspora Days organised (2014 and 2015) and 1 congress implemented (2014)	Bureau for Relations with Diaspora	At least 3 events for diaspora consolidation organised annually

No	Mid-term monitoring and evaluation indicators	Benchmark	Data source	Target (by 2025)
3.3	Voluntary programme developed and prepared for implementation; implemented charity and philanthropy initiatives of diaspora members	0 voluntary programmes; 15 charity actions supported logistically 2013–2015	Bureau for Relations with Diaspora	Programmes used by at least 10% of diaspora members
Objective 4. To engage diaspora directly and indirectly in the sustainable economic development of the Republic of Moldova				
4.1.	Mechanisms for collective investments for diaspora tested	0 mechanisms	Bureau for Relations with Diaspora	Mechanisms used by at least 3% of beneficiaries
4.2.	Events for promoting the image of the Republic of Moldova among the diaspora	7 events organised in 2015	Bureau for Relations with Diaspora	At least 3 annual events
4.3.	Editions of investment and economic forums organised	1 economic forum organised (2014), 1 diaspora investment forum (2013)	Bureau for Relations with Diaspora	Participation in every edition of the Diaspora Business Forum of at least 100 businessmen and high-level managers from international companies from 15 countries
4.4.	Study on reducing the costs of labour force recruitment abroad fulfilled	0 studies	Ministry of Labour and Social Protection	Costs of recruiting labour force decreased by 20%
4.5	Programmes for supporting investments for social and rural enterprises developed and piloted		Bureau for Relations with Diaspora	

Annex 3

List of stakeholders interviewed as part of semi-structured in-depth interviews and focus group discussions

Codified interviewee	Organisation
I-1	Presidency of the Republic of Moldova
I-2	Legal and Consular Affairs Department, Ministry of Foreign Affairs and European Integration
I-3	Public Policy Coordination Unit, State Chancellery
I-4	Analysis, Monitoring, Evaluation, Planning and Reporting Department, Organisation for Development of Entrepreneurship
I-5	Start-up Financing Department, Organisation for Development of Entrepreneurship
I-6	Integration and Accommodation Unit, Bureau for Migration and Asylum, Ministry of Internal Affairs
I-7	Former civil servant (Ministry of Health, Labour and Social Protection)
I-8	Former civil servant (Bureau for Relations with Diaspora)
I-9	Monitoring and Evaluation of Policies, Minister of Education and Research
I-10	Diaspora Representative, Austria
I-11	Bureau for Relations with Diaspora
I-12	UNDP-Moldova
I-13	International Centre for Migration Policy Development
I-14	Diaspora Representative, United Kingdom
I-15	UNDP MiDL Programme
I-16	Civil servant, Strășeni Municipality
I-17	Independent expert on migration, diaspora and development
I-18	Employment Directorate, National Employment Agency
I-18	Hometown association based in Cimișlia
I-19	Hometown association based in Sipoteni
I-20	Diaspora Engagement Hub (DEH), grantee
I-21	Civil servant, Sireți Village
I-22	Diaspora representative, United Kingdom
I-23	Diaspora representative, Italy
I-24	Diaspora representative, Belgium
I-25	Diaspora representative, United Kingdom
I-26	Diaspora representative, Austria

Annex 4

List of selected indicators from the M&E framework of national policies in the area of DMD used for quantitative data analyses (2016–2021)

No.	Indicator	Unit of measure	Year					Data source	
			2017	2018	2019	2020	2021		
1.13	Number of recognised educational acts and qualifications obtained abroad	Absolute figure, total	944	870	1185	1251	1561	2765	Ministry of Education
1.18	Number of capacity-building training sessions organised for diaspora associations	Absolute figure, total	15	19	11	15	11	20	Bureau for Relations with Diaspora
1.19	Number of beneficiaries of capacity-building training sessions organised for diaspora associations	Absolute figure, total number of beneficiaries	630	845	745	949	720	950	Bureau for Relations with Diaspora
4.4	Number of persons who benefited from protection and support from MDOC in crisis situations based on mechanism of providing emergency support	Absolute figure, total	31, 60 Total number for the period 2016–2021. Disaggregated data per year not available					Ministry of Foreign Affairs and European Integration, Bureau for Relations with Diaspora	
4.5	Number of migrants' reintegration centres established at the local level	Absolute figure, total	14 (6 NEXUS; 5 SYSLAB and 3) BCIS)	6	6	N/A		Ministry of Labour and Social Protection, Bureau for Relations with Diaspora	
4.6	Number of unique visitors of electronic platforms dedicated to informing diaspora members	Absolute figure, total	3000	2500	3000	3500	5500	5600	Bureau for Relations with Diaspora

No.	Indicator	Unit of measure	Year						Data source
			2017	2018	2019	2020	2021		
5.1.	Share of sectorial policies that have migration impact (%)	Total percentage	65.9	75.5	72.9	82.1	Assessment report of the share of sectorial policies at the central level that had an impact on migration 2020–2021 is a work in progress		Bureau for Relations with Diaspora
5.4.	Number of programmes developed and implemented to harness the skills acquired during the migration process, aimed at developing business and communities	Absolute figure, total number of programmes and beneficiaries	3	4	5	5	6	8	Organisation for Support of Small and Medium Enterprises
5.5	Number of continuous training programmes designed to address the needs of the citizens of the Republic of Moldova returned from abroad Programmes:	Absolute figure, total number of programmes and beneficiaries							Organisation for Support of Small and Medium Enterprises
	PARE 1+1 (approved investment programmes)		213	210	209	224	187	122	
	PNAET (finalised in 2017) (trained persons)		210	718	finalised	finalised	finalised	finalised	
	Women in Business (trained persons) (approved investment projects)		N / A	408	408	364	295	222	
					201	178	235	96	
	Efficient Business Management (EBM) (trained persons)		2396	2156	1550	1263	2100	1656	
START for Young People (trained persons) (approved investment projects)	N / A				498	1210			
					269	131			

No.	Indicator	Unit of measure	Year					Data source	
			2017	2018	2019	2020	2021		
5.6	Number of persons integrated and reintegrated through the mainstreaming mechanism at the central and local level	Absolute figure, total	N / A	1967	1177	1029	1605	846	National Employment Agency, Ministry of Labour and Social Protection
	Reintegrated into the labour market		N / A	823	375	215	168	98	
5.7	Number of projects implemented as part of the Diaspora Engagement Hub programme	Absolute figure, total number of projects and beneficiaries	39	83	16	9	10	6	Bureau for Relations with Diaspora
5.8	Number of joint initiatives implemented as part of partnerships created at the regional level of diaspora associations	Absolute figure, total number of initiatives and beneficiaries	5	5	5	Subprogramme "Regional thematic partnerships" has not received funding since 2019			Bureau for Relations with Diaspora
5.9	Number of funded diaspora initiatives	Absolute figure, total number of initiatives and beneficiaries	39	83	16	9	10	5	Bureau for Relations with Diaspora
5.13	Number of Diaspora Excellence Groups operational	Absolute figure, total	N/A	5	N/A				Bureau for Relations with Diaspora
5.14	Number of proposals of public policies developed by Diaspora Excellence Groups	Absolute figure, total number of proposals developed and implemented	N/A	5	5	N/A			Bureau for Relations with Diaspora

Annex 5

List of selected M&E Indicators from the Diaspora-2025 National Strategy

No.	Mid-term monitoring and evaluation indicators	Benchmark	Year					Data source	Target (by 2025)	
			2017	2018	2019	2020	2021			
Objective 1. To draft and develop the strategic and operational framework for the area of diaspora, migration and development										
1.1.	Number of trained employees of the Bureau for Diaspora Relations	8 certificates for the employees of the Bureau for Diaspora Relations who attended the training workshop (1-2 October 2015)	8	8	8	8	7	7	BRD	
	Number of developed and implemented concepts and policies	18 concepts developed during the period 2013–2015	21 concepts (2016–2021) 7 public policies (2016–2021)					BRD		
1.2.	Persons appointed as responsible for the area of diaspora, migration and development at the national and local levels	34 national authorities tackled migration in an integrated manner in 2015; 0 persons at the local level	30 DMD focal points at the central level; 400 DMD focal points at the local level (2016–2021)					BRD		
1.3.	Persons responsible for policies and actions for and with diaspora involvement trained at the national and local levels	35 certificates for persons from central public administration who attended the training workshop (1-2 October 2015)	<ul style="list-style-type: none"> ▶ 20 training sessions on DMD for representatives of central and local public authorities (more than 300 beneficiaries during the period 2018–2019) ▶ 8 specialised training sessions in Chişinău, Comrat, Cimişlia, Edineţ, Bălţi and Cahul ▶ 4 online training sessions for local public authorities on implementation of DAR1+3 (2020) ▶ 2 training sessions for local public authorities on implementation of DAR 1+3 (2021) ▶ 2 Government–Diaspora working groups established: BRD–State Medical University of Medicine and Pharmacy – Network of Medical Diaspora; BRD–MER–Diaspora (2021) 					BRD		

No.	Mid-term monitoring and evaluation indicators	Benchmark	Year					Data source	Target (by 2025)
			2017	2018	2019	2020	2021		

Objective 2. To ensure the diaspora's rights and to build trust

2.3.	Negotiated and signed social security agreements	11 social security agreements signed with the destination countries of migrant workers (2015)	5 social security agreements signed (with Germany, Turkey, Belarus, Italy and Greece) (2017–2021)					MLSP	
2.4.	Implemented programmes dedicated to diaspora	3 editions of the DOR programme fulfilled; 52 cultural events supported during the period 2013–2015	10 programmes dedicated to diaspora developed and implemented (2016–2021)					MLSP	

Objective 3. To mobilise, harness and recognise the diaspora's human potential

3.2.	Implemented events of diaspora consolidation	2 editions of Diaspora Days organised (2014 and 2015) and 1 congress implemented (2014)	2 events	3 events	1 event	1 event	1 event	1 event	BRD	At least 3 events for diaspora consolidation organised annually
3.3	Voluntary programme developed and prepared for implementation; implemented charity and philanthropic initiatives of diaspora members	0 voluntary programmes; 15 charity actions supported logistically during the period 2013–2015	More than 200 thematic consultations for diaspora associations in the area of charity, volunteering, import of medical equipment, etc. Logistical support for charity actions of diaspora members from Ireland, UK, Italy, etc. (2016–2021)					BRD	Programmes used by at least 10% of diaspora members	

No.	Mid-term monitoring and evaluation indicators	Benchmark	Year					Data source	Target (by 2025)
			2017	2018	2019	2020	2021		

Objective 4. To engage diaspora members directly and indirectly in the sustainable economic development of the Republic of Moldova

4.1.	Mechanisms for collective investments for diaspora tested	0 mechanisms	Consultations with diaspora on this subject	-	-	-	-	-	BRD	Mechanisms used by at least 3% of beneficiaries
4.2.	Events for promoting the image of the Republic of Moldova supported	7 events organised in 2015	<p>During the period 2016–2021:</p> <p>Permanent contact maintained with 186 diaspora associations from more than 35 countries</p> <p>Annual calls to diaspora associations/ educational centres with additional information about scheduled activities/events</p> <p>Regular distribution of Mărțișoare, tourist guides, national symbols, national costumes, promotional materials, etc.</p> <p>Information bulletins shared with diaspora members on a weekly basis</p> <p>Promotion of activities and events organised by diaspora members abroad, including success stories</p> <p>Competitions for children of the diaspora: "MĂRȚIȘOR – FAR AWAY FROM HOME"; "I am Moldova"</p> <p>Public awareness campaign to promote valuable people from the diaspora (with the support of IOM and UNDP)</p>						BRD	At least 3 annual events
4.3.	Editions of investment and economic forums organised	1 economic forum organised (2014), 1 diaspora investment forum (2013)	1 Diaspora Business Forum (165 participants from 20 countries)	-	1 Diaspora Business Forum during Moldova Business Week	-	-	-	BRD	Participation in every edition of the Diaspora Business Forum of at least 100 business-people and high-level managers from international companies from 15 countries

No.	Mid-term monitoring and evaluation indicators	Benchmark	Year					Data source	Target (by 2025)	
			2017	2018	2019	2020	2021			
4.4.	Study fulfilled on reducing the costs of labour force recruitment abroad		N/A	N/A	N/A	N/A	N/A	N/A	MLSP	Costs of recruiting labour force decreased by 20%;
4.5	Programmes for supporting investments for social and rural enterprises developed and piloted		In 2018 a project called Development of Moldovan Diaspora Entrepreneurship (D.O.M.D.E) was implemented					BRD		

